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MINISTRY OF NATURAL RESOURCES

Northwestern Ontario

STRATEGIC LAND USE PLAN



Approved



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Ministry of
Natural
Resources

Ontario

Hon. Alan W. Pope
Minister

W. T. Foster
Deputy Minister

May 1982



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The STRATEGIC LAND USE PLAN is the result of a systematic inventory of Northwestern Ontario's resources along with policies for their use in the future. At a time when there is, in Ontario and elsewhere, a broad realization of the necessity to husband our natural wealth, this plan will serve as a guideline for co-ordinating the Ministry of Natural Resources' land using programs.

This document is a revision of the Proposed Strategic Land Use Plan which was released in June of 1980, and incorporates suggestions made in the previous public review. This plan for Northwestern Ontario will guide Ministry of Natural Resources' programs until the year 2000.

The Strategic Land Use Plan is itself guided by the goal and broad program objectives of the Ministry of Natural Resources.

GOAL

To provide opportunities for outdoor recreation and resource development for the continuous social and economic benefit of the people of Ontario, and to administer, protect, and conserve public land and waters.

BROAD PROGRAM OBJECTIVES

Land Management Program

To facilitate the orderly development and conservation of Ontario's land and water resources for continuous social and economic benefits for the people of Ontario.

To prevent loss of life, and to minimize social disruption, property damage and loss of natural resource values from forest fires, floods, erosion, earth slippage and abandoned mines.

Outdoor Recreation

To provide from public lands and waters, and to encourage on other lands and waters:

- A wide variety of outdoor recreational opportunities accessible to and for the continuous benefit of the people of Ontario;
- The identification and conservation of unique or representative physical, biological, cultural and historical features of the Province;
- A continuous contribution to the economy of Ontario from tourism and its related industries.

Resource Products Program

To provide an optimum continuous contribution to the economy of Ontario by stimulating and regulating the utilization of available supplies of fish, furbearing animals, minerals, and trees by resource product industries.

It is appropriate to stress here the fact that the Ministry of Natural Resources' programs are governed by chief concerns of economic efficiency, overall social benefits and environmental protection, harmoniously balanced to serve both public and private interests. Such concerns preside over all the considerations and proposals which make up the Strategic Land Use Plan.

Since the publication of the draft Northwestern Strategic Land Use Plan (June 1980), a boundary change occurred. The White River District is no longer part of the Northwestern Planning Region but instead is included within the Northeastern Planning Region.

**Ministry of
Natural Resources
Administrative Regions
and Planning Regions**

- [White box] Administrative region boundary.
- [Black box] Planning region boundary.
- [Black dot] Regional headquarters.

Planning Regions

NORTHWESTERN

1 Northwestern

2 North Central

NORTHEASTERN

3 Northern

4 Northeastern

SOUTHERN

5 Algonquin

6 Eastern

7 Central

8 Southwestern

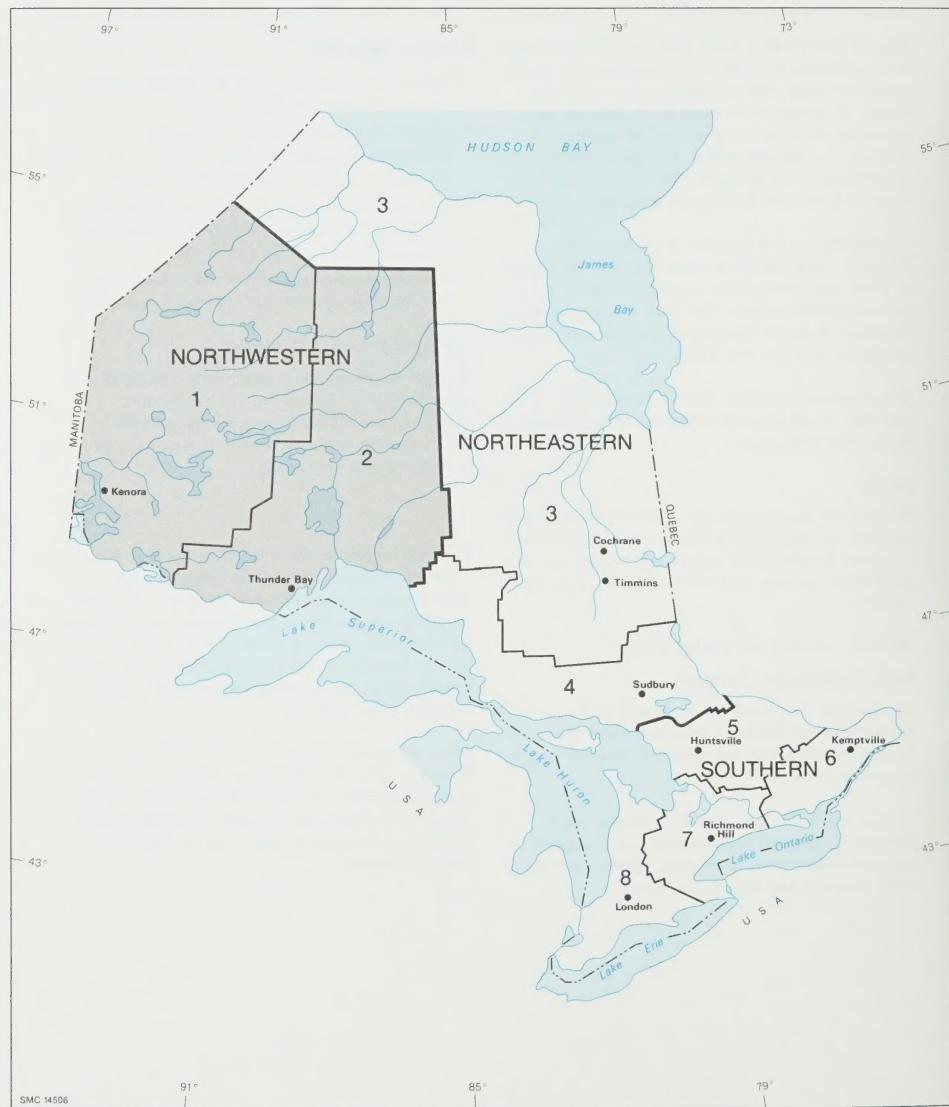


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A: strategic land use planning

Until recently most plans prepared by the Ontario Ministry of Natural Resources were either single purpose or short term and the results tended to foster controversy or inefficiencies. Today, with increasing demands on land and resources, the need for a co-ordinated planning approach is widely recognized.

The purpose of the Northwestern Strategic Land Use Plan is to identify the policies and objectives of individual programs of the Ministry in the Northwestern Region, and integrate these into a comprehensive conceptual land use plan which will both identify and help resolve conflicting demands on the Region's land and water base, and at the same time provide an overall strategy within which District Land Use Plans will operate.

There are three basic differences between this approach and the land use planning formerly done by the Ministry. First, planning must be preceded by clear statements of objectives. This document contains the objectives and related targets that this Ministry hopes to achieve by the year 2000.

Second, planning must proceed from a provincial to a regional and finally to a local level. This Regional Land Use Plan will form the basis of the more detailed District Land Use Plans.

Third, in order to obtain the broadest possible support for the land use plans and to ensure that they meet, as far as possible, society's expectations from the land, public consultation is an integral component of the Ministry's planning process. This plan incorporates recommendations and suggestions obtained through previous public reviews.

The planning process at the strategic or planning region level reached its final stage with the publication of the draft Strategic Land Use Plan in June 1980 and the analysis of public response to it. This revised Northwestern Strategic Land Use Plan

reflects the concerns expressed by the public to the draft document, as well as bringing up to date the policy, management and background information contained within it.

The maps which accompany the text indicate those land and water requirements needed to meet specific program objectives. Collectively, the maps and policies represent this Ministry's conceptual Strategic Land Use Plan for Northwestern Ontario. The conceptual land use map (Map 10) provides a broadly defined picture of land use allocations for the Northwestern Planning Region.

Thus the Strategic Land Use Plan:

- provides an overall framework within which related Ministry programs will operate;
- provides a public record of the policies of the Ministry for resource management in Northwestern Ontario;
- provides information regarding the availability of natural resources within the Planning Region for the purposes of efficient and beneficial use of such resources;
- identifies the land and water requirements needed to satisfy the objectives proposed by the Ministry of Natural Resources for Northwestern Ontario;
- reflects the outcome of public consultation in the strategic planning process;
- indicates tentative targets to be used in the preparation of District Land Use Plans.

The targets specified for each resource item in the draft Strategic Land Use Plan (released in June 1980) were established at the regional level. They were derived through consideration of local needs and resource potentials, in the context of related Ministry policies. These targets have been reassessed at the district level and included in their revised form in this plan. Further testing will occur as part of the district land use planning process.

B: district land use planning

Within the framework of the regional Strategic Land Use Plan, District Plans are being prepared. At this local level, the land allocations outlined here in broad terms will become more specific.

The Ministry of Natural Resources encourages public consultation in the preparation of District Plans. Government agencies and municipalities will also be consulted. It is at the district level of planning that areas familiar to local residents will be designated for particular land uses. The plans will identify how the District will use public land and water and influence the use of private land in achieving its objectives.

Following the completion of the District Land Use Plans, the degree to which targets are achieved will be reviewed across the Planning Region. Where necessary appropriate revisions to the targets and policies will be made at both the strategic and district levels. These revisions will be incorporated into the first update of the Strategic Land Use Plan — an update which may involve combining the strategic land use plans for Northeastern and Northwestern Ontario into one Strategic Land Use Plan for Northern Ontario.

C: resource management planning

This regional Strategic Land Use Plan and the District Plans determine generally where the Ministry of Natural Resources' programs will occur. Individual resource management plans, such as timber management plans and land management plans, determine how particular resources will be managed.

In future, all individual resource management plans will be integrated in that they will receive their direction from approved land use plans. A variety of specific management techniques will be utilized to ensure that local conflicts are minimized.

D: public consultation

The purpose of public consultation is to assist the Ministry to prepare plans that best serve the people. To accomplish this, the Ministry encouraged the public to respond to three previous documents — “Background Information and Approach to Policy” released in September 1974, “Proposed Policy” released in September of 1977 and the draft “Strategic Land Use Plan” released in June of 1980. The exchange of ideas which followed provided the Ministry with additional information on local and provincial needs and values.

The main points of concern raised in public reaction to the draft Strategic Land Use Plan are addressed in some detail in the appendix to this document. Briefly, the major changes sought by respondents were:

- a more explicit commitment to a sustained yield principle in the management of all renewable resources;
- a firmer conception of “multiple use” as a means of accommodating social, economic and aesthetic values in a given area;
- a clearer statement of this Ministry’s responsibilities towards maintaining the quality of the environment;
- further consideration of the impact of land use allocations and current forest management practices on the forest industry;
- greater assurance that mineral exploration will not be unnecessarily restricted;
- a more positive approach to tourism as a significant factor in the economy of the Planning Region;

- a more clearly articulated explanation of both policies and targets relating to provincial parks.

This Ministry recognizes the value of such input in a planning process which is continually evolving in response to changing environmental conditions and social needs. The result is a completely revised Plan, enlarged to accommodate the changes sought and updated to incorporate current statistics. Specific changes include:

- a provincial parks section rewritten to reflect the findings of the “Report of the Task Force on Parks System Planning⁽¹⁾;
- a completely revised tourism section;
- the addition of sections on access roads and forest reserve management policies;
- an enlarged mining section;
- a revision of the forestry section to address the present and future situation in greater detail;
- a more detailed review of environmental policy;
- an entirely new section on energy;
- a clearer definition of “multiple use”;
- a more thorough explanation of wildlife and fisheries policies and targets;
- additional explanation of this Ministry’s role in assisting municipalities in their planning process, through the provision of resource information.

Once approved, the Strategic Land Use Plan will provide overall guidance into the district land use planning process in which further public consultation will be sought.

Notes

(1) Ontario, Ministry of Natural Resources. *Report of the Task Force on Parks System Planning, Volumes I and II. September, 1981.*

A: introduction

The statements contained in this section represent the overall policies guiding the activities of the

Ministry of Natural Resources in Northwestern Ontario.

B: the public interest

The Crown (Ontario) owned resources of the Province belong to all the people of Ontario and will be administered in the best interests of the provincial population as a whole, including the special interests of the residents of the areas where the resources are located.

a. Discussion

Native people living in Northwestern Ontario are among those having special interests. They are also users of natural resources in specific areas. When the Ministry's plans affect such areas, the Ministry will make every effort to communicate effectively with these people. It is recognized that special attention will be required due to language differences and the remoteness of most native settlements.

C: environment

a. Objective

The Ministry of Natural Resources has a commitment to the maintenance and improvement of environmental quality at the broad level. Where new developments are undertaken by the Ministry at local levels, adverse environmental impacts will

be minimized and appropriate rehabilitation actions will be undertaken as required.

All activities undertaken by the Ministry of Natural Resources will be subject to the Environmental Assessment Act (1975) unless specifically exempted.

b. Discussion

Because of its responsibilities for resource management programs in a wide number of areas, the Ministry of Natural Resources has had a long standing concern for the quality of the environment since major harmful changes could adversely effect its programs. Among examples of this concern are: fish and wildlife management, hazard land mapping, subdivision review, timber management and lake development planning. Most Ministry programs give consideration to the landscape as a necessary component of the quality of life.

The Ministry has specific environmental responsibilities under various acts and programs. These include the implementation of The Endangered Species Act with regard to the protection of such species as the Bald Eagle and Peregrine Falcon, and their habitat.

The Ministry's recreational programs focus on the environment as an amenity to be managed for the provision of outdoor recreation opportunities and to be protected to ensure lasting opportunities for the exploration and appreciation of the outdoor natural and cultural heritage of Ontario. "Special areas" notable for their scenic beauty are identified in this Plan.

In addition, as input to the local planning process the Ministry strives to provide the best available information regarding the environment. For example, hazard land mapping allows for the

identification of lands unsuitable for development by virtue of their susceptibility to flooding, erosion or instability⁽¹⁾. Further strategic or sensitive areas are also identified with a view to their consideration in the local planning process.

Furthermore, the Ministry of Natural Resources is concerned with the maintenance of water quality and quantity since changes in either can seriously affect many of its programs. The Conservation Authorities, the Fish and Wildlife Branch, Lake Planning and Parks programs all share an interest in the maintenance of the aquatic environment.

Since the summer of 1979 staff of the Ministry of the Environment's Northwestern Region have conducted lake sensitivity sampling on approximately 250 lakes located in the planning area. Lakes were selected for sampling based on the geology of the watershed. None of the lakes sampled had been acidified or showed evidence of acidification; a few show extreme sensitivity and the majority are moderately sensitive to acid deposition.

Finally, since the passing of The Environmental Assessment Act (1975), many of the Ministry of Natural Resources' activities are subject to the Act. In order to meet its responsibilities under the Act, the Ministry is preparing a number of Class Environmental Assessments. The Class Environmental Assessments will require the Ministry to undertake public consultation before carrying out its various programs and projects.

Notes

(1) See Hazard Lands Section II E 8

D: energy

a. Goal

The Ministry of Natural Resources will contribute, to the extent of its mandate, to the implementation of Ontario's Energy Security Policy, through its allocation of land and water to various users.

b. Objective

Ontario Government objectives⁽¹⁾ include:

- (i) An increase in the proportion of Ontario's energy consumption provided from resources within the Province from 22.6 percent in 1979 to 37.5 percent by 1995.
- (ii) An increased reliance on renewable and recoverable resources, and a decreased reliance on crude oil.

c. Targets

Provincial targets have been set for 1995 for indigenous resource contributions. They are expressed in millions of cubic meters⁽²⁾ oil equivalent (see Table 1).

d. Strategy

The Ministry of Natural Resources' role in implementing the goal and objectives will be by:

- identifying as part of the analysis of resource potential, lands and waters with potential for providing energy;

- in making land and water allocations, giving suitable priority to energy needs in relation to other land-related needs, in a manner that reflects both the importance of energy supply related to other needs, and the resource potential of the land and water being considered;
- wherever feasible, not permanently committing lands and waters with significant potential for supplying energy to other uses that would preclude the use of these areas for energy production.

TABLE 1 PROVINCIAL ENERGY TARGETS

| Resource | Contribution in 1978 | 1995 Target Contribution |
|--|---|-----------------------------|
| | (Millions of cubic meters oil equivalent) | |
| crude oil | 0.1 | Minimal |
| natural gas | 0.3 | Minimal |
| lignite | 0 | Minimal |
| hydraulic | 10.7 | 10.9 |
| uranium | 7.9 | 25.7 |
| energy from waste | 1.2 | 5.4 |
| - forest biomass, mill and bush residue | 1.2 | 1.5 |
| - biomass energy | | |
| plantations | 0 | 0.9 |

e. Discussion

In implementing the energy policy a number of resources of interest to this Ministry will be involved, including hydro-electric power, uranium, oil (including oil shales), gas, lignite, peat, solar energy and wood.

Land allocation for energy production will require a priority in relation to other allocations which suitably reflects both the relative importance of energy self-sufficiency and the resource potential of the resource being considered for allocation.

Providing energy may offer new opportunities for intensified resource management in two ways:

- increased access to some areas, especially in the North;

- utilizing otherwise unsuitable material such as cull or dead timber or logging residues.

Any proposed energy development on lands and waters important to this Ministry's programs will be carefully reviewed to avoid any undesirable environmental impacts.

In the Northwestern Planning Region, land and water needs for hydroelectric development, forest biomass production and the mining of peat and uranium will result in new demands on the land base.

- **(i) Hydraulic Power** While hydraulic potential has largely been developed in Ontario, further benefits can be achieved through the development of

suitable new sites and extensions to existing facilities.

Within the Northwestern Planning Region the most promising sites for new developments occur on the Little Jackfish River, where an additional average energy output of 66 megawatts is anticipated, and at Maynard Falls where a further 27 megawatts appears feasible. Alternative undeveloped sites from which substitution could be drawn occur at two points on the Pic River, with an estimated average energy output of 22 megawatts in total.

An extension to the existing generating station at Ear Falls, increasing average output there by 5 megawatts, appears feasible.

Further possibilities exist for private developments utilizing sites of smaller hydraulic power potential (less than 2 megawatts).

(ii) Forest Waste Within the last 10 years forest product wastes have been increasingly used to generate steam and electric power. There are currently several forest product plants in the Planning Region which utilize forest biomass for part of their energy requirements. These are located in Kenora, Dryden, Fort Frances, Atikokan, Thunder Bay, Longlac and Red Rock.

Further possibilities include pelletization and the development of synthetic liquid fuels. In addition, the Ministry has developed varieties of rapidly maturing hybrid poplars whose cultivation could aid in the production of biomass energy.

Notes

- (1) *The Ontario Government's position is outlined in the report **Energy Security for the Eighties** issued 1979, and in **Ontario Energy Review**, second edition, issued March 1981.*
- (2) *One cubic meter = 6.3 barrels.*
- (3) *Kivinen, E., and Pakarinen, P. "Peatland areas and the proportion of virgin peatland in different countries", in **Proceedings of The Sixth International Peat Congress**. Duluth, 1980. Quoted in Monenco Ontario Ltd. **Evaluation of the Potential of Peat in Ontario**. Ontario, Ministry of Natural Resources, Occasional Paper No. 7, 1981, P. 2.*

(iii) Peat Peat has long been used as a fuel for heating and power generation in some European countries, but it represents a new resource in Ontario. Recent studies place Canada first with the world's peat resources, with about 170 million hectares⁽³⁾. Of this an estimated 26 million hectares lies in Ontario.

A ranking of various areas in the Province for peat production potential based on various climatic factors placed the Rainy Lake - Kenora - Red Lake region third in the Province behind Southern Ontario and the Sudbury area⁽⁴⁾. Further terrain surveys will help delineate potential resource areas with a greater degree of confidence.

Once harvested and dried, peat may be used for domestic heating or for the thermal generation of electricity, process steam or district heat. At present the Ministry of Natural Resources is involved in compiling and analyzing data regarding the use of peat for energy in Ontario.

(iv) Other sources Since it is the intention of the province to increase the use of nuclear fuel sources, uranium deposits in the Planning Region may gain increasing significance. Current exploration activities are focused on the following general areas: Greenwich Lake - Black Sturgeon River, Prairie Lake, Vermillion Bay, Favourable Lake and immediately north of Kenora. Further uranium potential exists in other parts of the Planning Region.

E: lands and waters

The broad objective of the Lands and Waters Program is:

To facilitate the orderly development and conservation of Ontario's land and water resources for continuous social and economic benefits for the people of Ontario.

To prevent loss of life, and to minimize social disruption, property damage and loss of natural resource values from forest fires, floods, erosion, earth slippage and abandoned mines.

a. Discussion

Because the desired benefits must be continuous, the land and water required for this must be wisely managed. Ultimately, all life and human activity are dependent on land and water. To be effective, management of land and water must be an active force; it cannot be passive or merely reactive. Because these resources are basic, they must be managed in a truly comprehensive and integrated fashion. Because of man's continuing dependence on them, they must be managed for the very long term; their integrity must be maintained indefinitely. This is the intended meaning of the term "Conservation".

To a very great extent, the benefits of the Lands and Waters Program accrue through other government programs including those within the Ministry of Natural Resources. For the most part the Program operates by co-ordinating and monitoring the use of land and water by others.

The Program advocates that resource management activities be conducted with due regard to the maintenance of overall environmental quality while minimizing adverse environmental impacts where these are unavoidable.

To implement the Lands and Waters Program the following strategies apply:

1. GEOGRAPHICAL REFERENCING

A basis for a geographical referencing system will be developed and maintained. Such a system will

include surveys, geographical referencing standards and the production of the Ontario Basic Maps. These activities will be major factors contributing to orderly development.

2. CROWN LAND

The Lands and Waters Program has a custodianship responsibility for Crown land. This is carried out by asserting the Crown's proprietary interest concerning illegal occupations, by collecting acreage tax on mining lands and by maintaining up to date records of land grants.

The government's position on land claims, such as those by Native People, will be clarified.

3. MULTIPLE USE

Overall plans for multiple use of land and water will be developed, implemented and maintained.

The paramount concern in land and water management is the allocation of land and water to ensure the most efficient use, and to best satisfy the needs of all government programs as well as the needs of the private sector compatible with government programs.

The major strategy to ensure a high return on the Crown's land and water resources is "Multiple Use". This means that two or more uses are accommodated within the same general area, perhaps concurrently or sequentially over time, and that single use areas are only designated where and when absolutely necessary.

Plans are long term commitments concerning the best uses of land and water. These will be prepared and maintained through an open planning process which includes public consultation.

Watersheds will be recognized as a major basic planning consideration when plans for land and water are prepared.

Plans for multiple use will be implemented directly on Crown land and will include all land including candidate parks. Any values to be protected in candidate parks, shorelands, roadsides, or any other

land will determine the appropriate uses to be permitted.

Identified park values in candidate parks will be protected. Uses and facilities which complement the achievement of objectives will be encouraged and uses which have no significant negative impact on the long term achievement of park objectives will be permitted with judicious controls. Uses which would conflict with long term achievement of park objectives will be prohibited.

4. ACCESS ROADS

Access Roads will be provided and maintained consistent with approved Ministry land use plans, resource management plans, work plans, and approved operating guidelines. To ensure overall co-ordination, multi-year plans for access will be prepared for the province, the regions and the districts. Public consultation will be a component of the review process for individual access projects.

The Ministry of Natural Resources is involved directly in road construction in a number of programs including those relating to public forest access roads and Crown land subdivision roads. In addition, the Ministry is involved in the review and approval of forest access roads built by the private sector on Crown land. Road maintenance priorities are assigned to those roads providing the greatest benefit.

The interim policy for roads is expressed in the *Affleck Report*⁽¹⁾ (1979), which was adopted as an interim measure applicable to all of Northern Ontario by May 12, 1981. The following summarizes the key aspect of this interim policy.

Access for resource extraction in proximity to remote tourism activities is a potential land use conflict in the planning area. In order to reduce the conflicts, the following guidelines will apply:

- (i) all main and secondary forest access roads will be located at least 610 meters (2,000 feet) from the shoreline of lakes designated by the District Manager;
- (ii) all secondary roads will be made impassible at the distance of 1.6 kilometers (one mile) from the lake or where they join a main road, whichever is first encountered after logging is completed and regeneration is established;
- (iii) the District Manager will review all pertinent road construction plans for the upcoming year with the local Northern Ontario Tourist Outfitters' Association representative and/or any concerned individuals and groups. This review should be made as far in advance of proposed road construction as possible or as

- the plans become available;
- (iv) there will be no deviation from items (i) and (ii) unless the following procedure is adhered to:

The District Manager will meet with the timber/mining company to discuss and explore alternative routes for road construction or removal conditions. If a modified road plan does not result, the District Manager will call a meeting of the parties involved to discuss and resolve the problem.

a. Discussion

During the 1980/81 fiscal year, the Ministry constructed 168 kilometers of access roads in the Northwestern Planning Region. The Ministry also maintained 2,752 kilometers of roads.

Ministry programs also assist the forest and mining industry in the construction and maintenance of roads. In 1980/81, the Ministry assisted in the construction or reconstruction of an additional 90 kilometers of roads as well as the maintenance of 75 kilometers.

In most cases, roads are required to move resource products to processing and to market. They also access areas for mineral exploration, and in many cases convert recreational potential into tourism benefits. Roads also disperse recreationists over wider areas and thus often allow a more complete and balanced use of fish and wildlife resources.

While roads will generally be open to the public, the Ministry may choose to close roads under its jurisdiction for reasons such as:

- an emergency situation where public safety is in jeopardy;
- to prevent overuse of certain resources;
- an existing facility is placed in jeopardy due to unlimited public access;
- the maintenance of future flexibility of resources is required.

Except in an emergency, road closure will not deny access to private property directly accessed by the road.

5. FOREST RESERVES

The interim policy for forest reserves is expressed in the *Affleck Report*⁽¹⁾ (1979) which was adopted as an interim measure applicable to all of Northern Ontario on May 12, 1981. Key aspects of this interim policy as it relates to forest reserves are summarized below.

Forest reserves have been variously referred to as

“reserves”, “enhanced management areas”, and “modified management areas”. The key aspect in any of these definitions is that the establishment of a “reserve” must be justifiable in a multiple use concept, and the management must proceed to maintain those values the reserve was designed to protect.

Forest reserves may be established for one or more of the following reasons:

- to provide erosion and siltation protection for adjacent waterbodies;
- to provide for the maintenance of aesthetics on travel corridors, including roads, railways, canoe routes and trails;
- to provide for the maintenance of forest productivity and utilization of wood fibre;
- to provide for the maintenance of suitable fish and wildlife habitat;
- to provide for the preservation of certain significant historical, geological, fishery, wildlife or vegetation features.

The extent of these areas should be related to the values to be protected, the primary management objectives for the area and its physical characteristics. As a general guide, the following figures are to be used in a case by case evaluation of the reserves.

| | |
|--|------------|
| • major highways | 185 meters |
| • secondary highways | 120 meters |
| • larger lakes (over 40 hectares) | 120 meters |
| • railways | 90 meters |
| • trout streams which double as wildlife cover | 30 meters |
| • significant portages and trails | 90 meters |

Locational restrictions for mining activities are provided for in The Mining Act, which also outlines the conditions for reservations.

Few, if any, of these areas should be considered as not being available for timber or mineral purposes. Specific management prescriptions for resource product extraction may include seasonal restrictions to extraction and in the case of timber, delaying the second cut until sufficient regeneration is established, diameter cuts, alternate block cuts or the removal of harvest debris.

In general, forest regeneration in these areas should be initiated in the year following any timber harvesting activity.

6. CROWN LAND DISPOSITION

Crown land will be made available for development

and to encourage private initiatives on Crown land.

This will be achieved by ensuring:

- that dispositions⁽²⁾ are consistent with existing development plans, such as District Land Use Plans, and meet the requirements of other agencies and ministries;
- that any Crown land disposition in a planning area will be consistent with the policies of the Official Plan and Zoning By-Law where such exist;
- that lands are developed or put to use without delay for the specific purpose for which they were granted;
- that lands are disposed of at prices or rents which represent a market value monetary return to the people of Ontario.

a. Discussion

Land will be made available through a variety of means, including sales and leases. While the traditional reasons for such land disposal have been largely for cottages and lodges, the potential scope for future disposals are many and varied. Specific examples of how this strategy will be implemented are:

(i) **Cottaging** A variety of cottage lots from Crown land will be made available to meet that portion of the Ontario Resident demand not supplied by the private sector.

When cottaging lots are offered, only Ontario residents, including Canadian corporations with head offices in Ontario, will have the opportunity to lease or purchase during the first year. Canadian residents, including Canadian corporations, in the second year; non-residents of Canada will have the opportunity to lease in the third year.

In some Districts within the Planning Region an excess of lots exists, in others there may be shortages of a certain type. In areas of shortage, smaller lakes and rivers will be assessed to determine their capability to support cottaging, however demand in some Districts will probably have to be met in other Districts (see Table 2).

Lake Plans are a prerequisite to Crown land cottage development in order to ensure that proposed developments will not reduce water below a level acceptable for recreational purposes and the maintenance of healthy, natural fish communities.

Regional policy requires that special consideration will be given to lake trout lakes. At present no development is permitted on good quality lake trout lakes, with varying degrees of development allowed

TABLE 2 COTTAGING TARGETS ACCUMULATED TO THE YEAR 2000 BY DISTRICT

| DISTRICT TARGET | | ESTIMATED DEMAND | |
|------------------------------------|--------------------|--|--------------------|
| District | Number of Cottages | Population Centre | Number of Cottages |
| Atikokan | 440 | Atikokan | 162 |
| Thunder Bay | 2,255 | Thunder Bay (Service Area) | 3,570 |
| Nipigon | 1,057 | Nipigon/Red Rock | 125 |
| Geraldton | 125 | Geraldton/Longlac | 125 |
| Terrace Bay | 355 | Schreiber/Terrace Bay, Marathon/Manitouwadge | 250 |
| North Central Regional Total | 4,232 | | 4,232 |
| Fort Frances | 200 | Fort Frances | 200 |
| Kenora | 200 | Kenora/Keewatin | 200 |
| Red Lake | 125 | Red Lake/Balmertown | 125 |
| Sioux Lookout | 80 | Sioux Lookout | 80 |
| Ignace | 100 | Ignace | 100 |
| Dryden | 215 | Dryden | 215 |
| Northwestern Region Total | 920 | | 920 |
| Northwestern Planning Region Total | 5,152 | | 5,152 |

on other lakes depending on their classification.

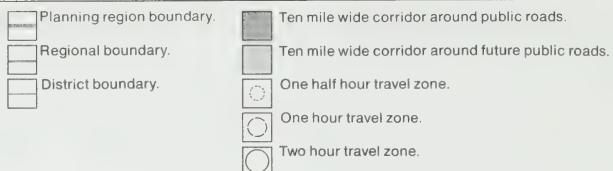
(ii) Resource Extraction Withdrawals of mining rights on Crown land will be held to the absolute minimum so that exploration and mining development can be encouraged on the broadest Crown land base available. Withdrawal of productive forest land from forest management will also be kept to a minimum.

(iii) Municipalities In organized municipalities, the Ministry of Natural Resources will make public land available for residential and associated uses of such land as approved in an official plan or zoning by-law. Where an official plan or zoning by-law is not in place, the approval of the Ministry of Municipal Affairs and Housing and other ministries will be required.

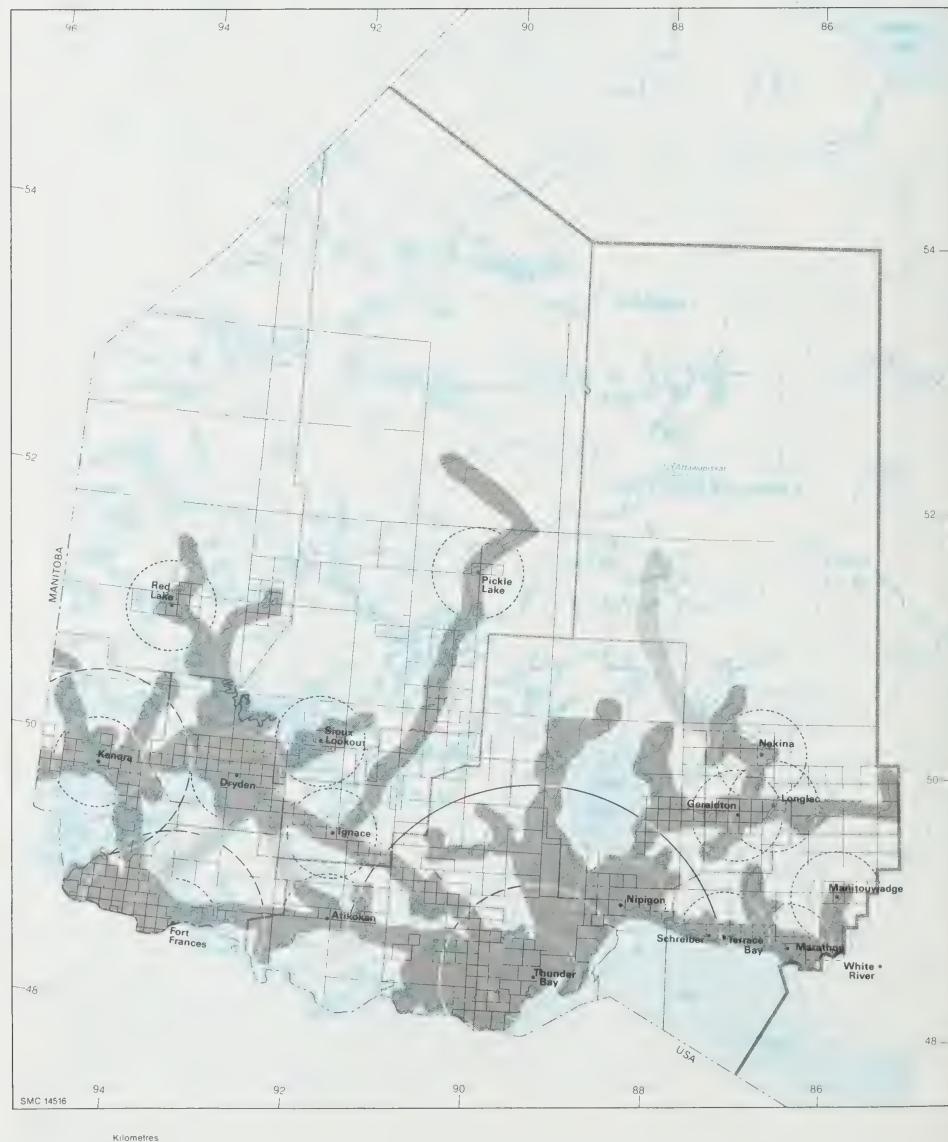
In unorganized areas, the Ministry of Natural Resources will dispose of land for rural residential use based upon the policy and recommendation of the Ministry of Municipal Affairs and Housing. The Ministry of Natural Resources will not act as developer for residential subdivisions in either municipalities or unorganized areas.

(iv) Other activities Public land will also be made available for municipal, industrial, commercial, institutional, educational and government purposes where approval has been given by the appropriate level of government. Disposition for agriculture, commercial tourism and cottaging will be subject to their respective policies. In all of the above cases, the Ministry of Natural Resources will discourage disposition or

**Corridors and Travel Zones
Used to Determine
Cottaging Supply**



Travel zones represent cottage travel time thresholds from major population centres.



development on hazard lands, sensitive areas and critical resource lands.

7. CROWN LAND RECREATION

Recreation use of Crown land will be permitted with minimal restrictions for a wide variety of recreation activities.

The general policy for recreation use of Crown land is "permissive" with no charge for residents or non-residents excepting where:

- (i) resource use conflicts are, or would be significant;
- (ii) environmental damage is evident, or would occur;
- (iii) such use would require (a) the occupation of a site in excess of 21 days, or (b) a permanent structure.

Where either (i), (ii) or (iii) apply, then restrictions to Crown land use, including permits and fees, may be imposed. For example, hunting may be restricted in the vicinity of a logging camp, and camping may be restricted in picnic areas or on very fragile sites.

Further general principles applying to Crown land recreation are:

- generally, recreation facilities developed on Crown land by the Ministry will provide only basic convenience to users;
- wherever feasible the Ministry will actively encourage the private sector to provide a base for recreation activities occurring on Crown land;
- opportunities for Crown land recreation will be provided as equitably as possible. Preference will normally be given to accessible areas within day-use distance of communities. However, some areas, such as certain tourist outfitter locations, may be set aside, and access restricted, to provide a particular type of recreation opportunity;
- facilities and recreation opportunities developed on Crown land will be complementary to, and integrated with, those provided within provincial parks, other public agencies and the private sector.

8. HAZARD LANDS

Hazard lands are lands having inherent environmental hazards such as flood or erosion susceptibility, instability or any other physical conditions which could pose a risk of loss of life, property damage and social disruption, if development were permitted.

The policy is that there should be no encroachment of structural development on hazard lands. While the Province has adopted a general principle of no development in the case of the floodplains, there are

provisions for considering and accommodating exceptional circumstances. Relief from the strict application of the Floodplain Management Policies for Ontario may be sought through (i) application of the two-zone, floodway-flood fringe concept, or (ii) in unique situations, with provincial approval, the application of the Special Policy Area approach.

The hazard land policy will be implemented through (i) the Ministry's own land use planning activities, and (ii) participation in the input to, or review of, other agencies plans. The latter is to ensure that appropriate development control mechanisms are applied to hazard lands, to restrict development and activities in such areas in a manner which will help to prevent loss of life and minimize property damage and social disruption.

Compatible land uses within a hazard area might include:

- open space for recreation and conservation purposes;
- agricultural uses such as cropland and grazing;
- nurseries, forestry and horticulture;
- wildlife management and environmental protection areas;
- design approved linear facilities such as roads, bridges, railways and hydro corridors;
- structural works and other appurtenances designed for the purpose of flood or erosion control.

Private development of hazard land owned by the Crown must be in conformity with this approach.

Where development is proposed on hazard lands under private ownership, the approval of the Ministry of Natural Resources may be required in addition to other agency approvals such as a Conservation Authority, the Ministry of Municipal Affairs and Housing and the local municipality.

9. WATER MANAGEMENT

Plans for water management will be prepared and implemented to protect life and property and to provide optimum overall benefits. Watersheds will be delineated for the purpose of planning the use of water resources.

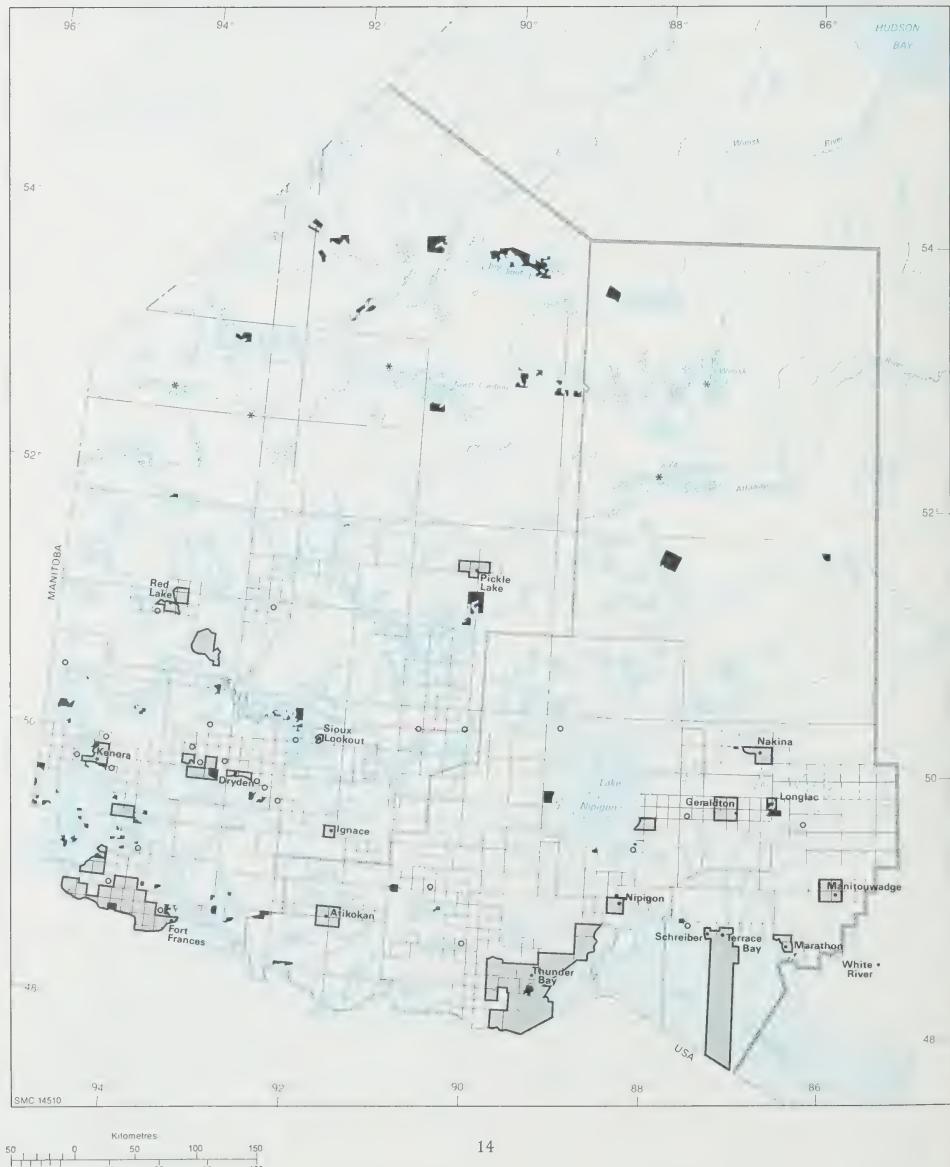
Plans for water management will be co-ordinated with: (i) the Ministry's overall plans for multiple use of land and water that are prepared for the regions and districts; (ii) the plans of the Conservation Authorities, and (iii) the plans and programs of other Ministries such as the Ministry of the Environment.

The hydro-electric potential of existing and future

Map 3

Residential Development Areas

- Planning region boundary.
- Urban.
- Regional boundary.
- Indian reserves.
- District boundary.
- Indian settlements.



dam sites will be evaluated. This will be recognized as an important factor to be considered, together with others such as wildlife habitat, fish habitat and wetland values, when plans for water management are prepared.

The reduction of property damage and loss of life from flooding, erosion and associated hazards will be accomplished by a combination of measures including: the mapping of flood and erosion prone areas, the implementation of flood emergency contingency plans, the maintenance of a flood forecasting and warning system, the construction and maintenance of dams and by encouraging the planning and wise management of the Great Lakes shore zone.

The preparation of water management plans will include appropriate public consultation.

10. FIRE MANAGEMENT

Fire management plans will be prepared and implemented.

The priorities for fire management are in order, to prevent:

- (i) loss of human life;
- (ii) loss of property;
- (iii) loss of timber and other values such as wildlife habitat;
- (iv) loss of protection forests and wilderness;

Notes:

- (1) *Ontario, Ministry of Natural Resources. Operating Guidelines for Locating Forest Access Roads and Managing Forest Reserves. 1979.*
- (2) *The term "disposition" refers to the conveying, by the Crown, of various types of leasehold or freehold land rights to others.*

Fire management is applied in Ontario through the two-zone concept (Map 4). All fires within the area of intensive protection are aggressively attacked and suppressed. This is commonly referred to as a fire exclusion policy. Prescribed burns are the only exception.

Fires outside of the intensive protection area are not normally suppressed unless they threaten human life or property. Fires outside the fire region are not the responsibility of the Ministry except where specific agreements for these are in effect.

Prescribed burning may be used as a means of achieving certain Ministry objectives including those of forestry, wildlife and land and water management.

a. Discussion

Although fire is not a form of land use, the consequences of fire or fire prevention activities will affect other land uses and the ability of the land to produce certain natural resources.

The average annual value of timber lost to fire on Crown land in the Planning Region between 1976 and 1980 inclusive was \$21 million. Average losses on private land for the same period were about \$20,000.

Fire losses were particularly high in 1980 with an estimated total timber value loss in the Planning Region of over \$69 million in that year alone.

F: agriculture

a. Objective

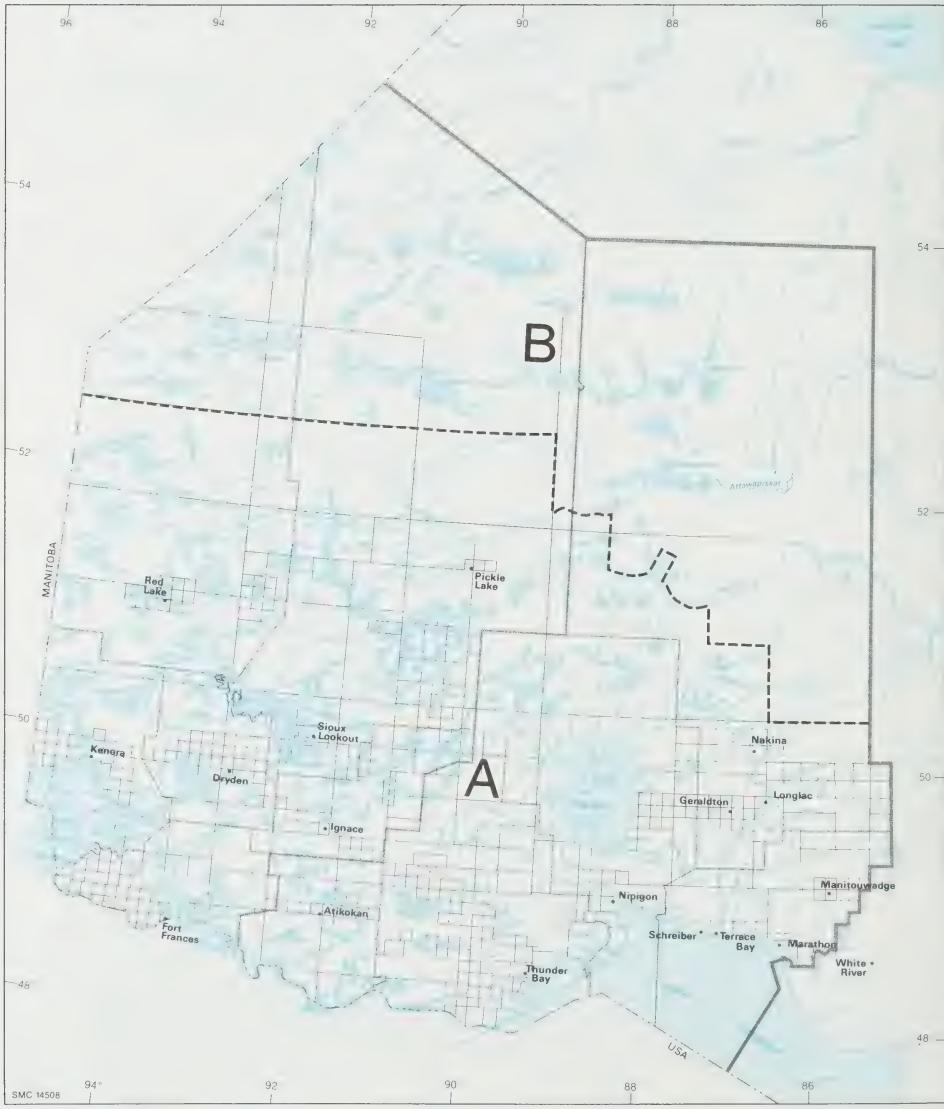
In conforming with the Ontario Foodland Guidelines, the Ministry of Natural Resources will ensure that classes 1, 2, 3 and 4 soils, as defined in

the Canada Land Inventory, Soil Capability for Agriculture, will be identified as agricultural lands and recognized as foodlands available for future food protection in accordance with an agreed to

Fire Protection Areas

- Planning region boundary.
- Regional boundary.
- District boundary.

- A** Intensive protection area.
- B** Outside intensive protection area.



plan, implemented in co-operation with the Ontario Ministry of Agriculture and Food.

b. Strategy

The policy will be achieved by:

- encouraging municipalities and other provincial agencies to endorse land use designations and severance policies which are compatible with agricultural use and are in conformity with the Provincial Foodland Guidelines;
- encouraging the expansion of agricultural land base on private class 1, 2, 3 and 4 lands adjacent to existing agricultural communities;
- disposing of Crown lands for agricultural use on an individual parcel basis, as the need arises, with the approval of the Agricultural Committees composed of Ontario Ministry of Natural Resources and Ontario Ministry of Agriculture and Food staff; and
- discouraging on Class 1, 2, 3 and 4 Crown lands any disposition and subsequent use of land which would prevent future use for food

production.

c. Discussion

Agriculture is marginal in many areas of the Planning Region because of climatic limitations, distance from major markets, the small local market, and competitive disadvantages compared with other regions. The raising of dairy and feed cattle is the most important form of agriculture.

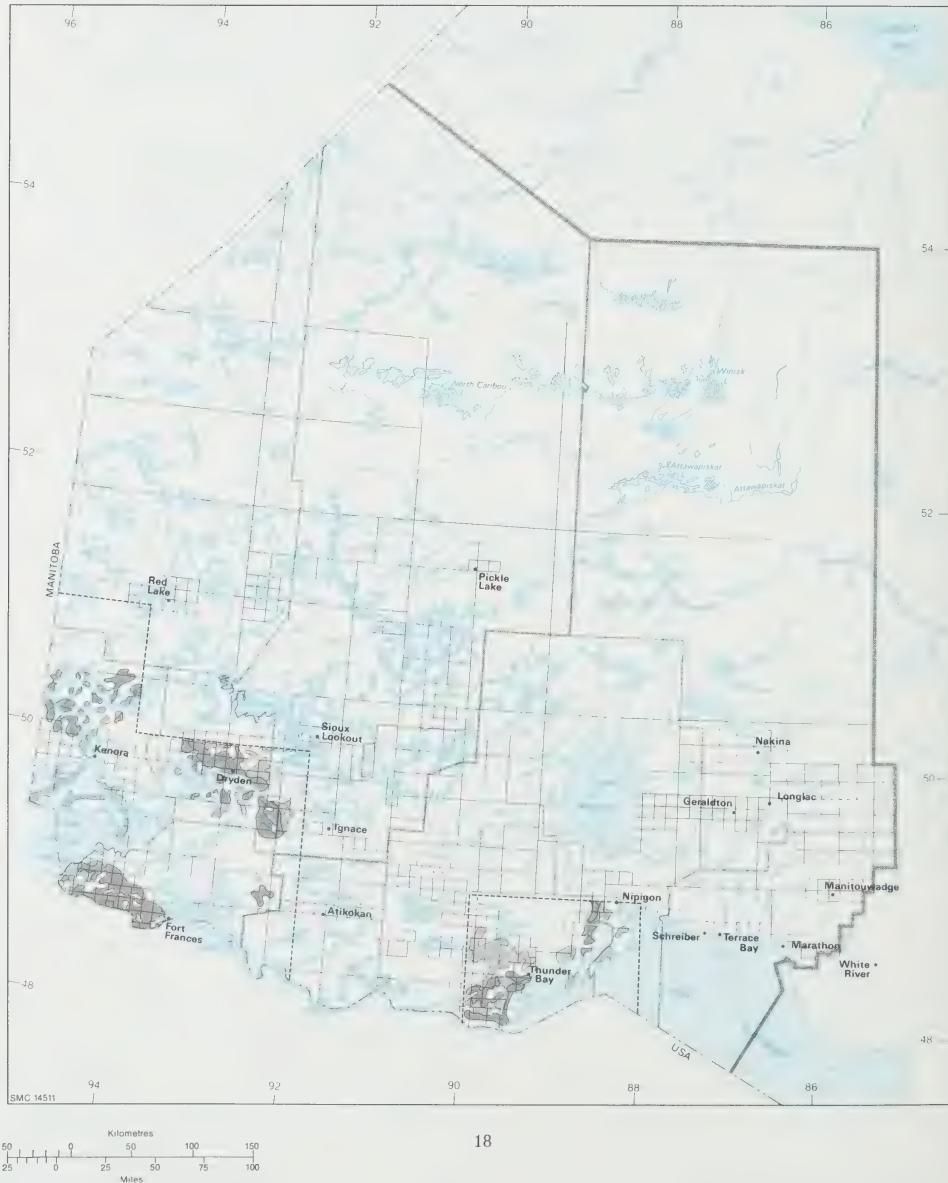
Although the number of people involved is not large, and value of production is not high in relation to forestry and mining, agriculture is an important aspect of the social, economic and food supply system of the Region.

The process of agricultural land classification must take into account not only lands presently in production, but lands with potential for the future. For the most part these potential agricultural lands are currently used for forest production and should continue in this use until required for agriculture.

Map 5

Distribution of Agricultural Land by Generalized Capability Classes

- Planning region boundary.
- Regional boundary.
- District boundary.
- CLI capability classes 1, 2 and 3.
- CLI capability class 4.
- Limit of CLI mapping.



A: introduction

The policy statements in this section express the objectives which the Ministry of National Resources

proposes to reach in specific policy areas by the year 2000.

B: forestry

a. Objectives

- (i) To provide for a continuous contribution to the economy by the forest based industries and to provide for other uses of the forest through sound forest management practices.
- (ii) To ensure that a continuous supply of wood is available to meet the Ministry of Natural Resources' year 2000 target of wood volume required by the forest industry.
- (iii) To encourage the production of the maximum "value added" to the provincial economy from the industrial use of the forest resource by promoting as full and complete a utilization of the available forest resource (wood volume and land area) as is commercially possible.
- (iv) To aid in the achievement of the job creation target of 5,000 jobs as stated in "Northwestern Ontario: A Strategy for Development"(1).

c. Wood Requirements

The Crown land wood requirement of the existing industry in the Planning Region is 10.4 million cubic meters of conifer plus 1.2 million cubic meters of hardwood by the year 2000.

As a result of anticipated industrial plant expansions, this requirement will rise to between 11.2 and 12.5 million cubic meters of conifer plus 1.3 to 1.4 million cubic meters of hardwood by the year 2000.

d. Target

To meet the wood requirements of the forest industry in the Planning Region by the year 2000.

The target, at this point in time, is 10.4 million cubic meters of conifer and 1.2 million cubic meters of hardwood for the year 2000. However, planning must provide sufficient flexibility and opportunity for revision to accommodate the expected increase to between 10.4 and 12.5 million cubic meters of conifer (see Table 3).

e. Strategy

There is a shortfall of 20 percent between the lower estimates of the annual available wood supply and the higher estimate of projected wood requirements for conifer in the year 2000.

b. Land Base
Approximately 12.5 million hectares of production forest has been determined to be the presently available (1982) Crown land base. It is this portion of the total forest land base that is available to provide for the long term viability of the forest industry in the Planning Region.

TABLE 3 FORESTRY TARGETS FOR THE YEAR 2000 BY DISTRICT

| District | Production Forest Land Area ('000 ha.) | Harvest Cut ^(a) ('000 NM.m ³) | Estimated Annual Available Wood Supply ('000 NM.m ³) | Present (1982) Commitment to Industry ('000 NM.m ³) | | | | Anticipated Annual Available ^(c) Wood Supply, Year 2000 | | | | Projected Wood Requirements ^(d) | | | |
|---|--|--|--|---|------------------------|----------|---------|--|---------|----------|---------|--|-------|--------|-------|
| | | | | Con. ^(e) | Hwd. ^(e) | Con. | Hwd. | Con. | Hwd. | Con. | Hwd. | Con. | Hwd. | Con. | |
| Atikokan | 293 | 330.1 | 103.1 | 338.7 | 198.8 | 361.8 | 240.8 | 281.4 | 164.1 | 291.0 | 164.1 | 280 | 100 | 350 | 100 |
| Thunder Bay | 1,547 | 1,844.2 | 175.2 | 1,630.6 | 982.4 | 1,732.7 | 651.3 | 1,245.0 | 749.5 | 1,287.3 | 749.5 | 1,250 | 300 | 1,500 | 400 |
| Nipigon ^(b) | 1,688 | 719.6 | 30.7 | 956.8 | 445.4 | 939.8 | 445.4 | 834.8 | 445.7 | 1,010.2 | 460.7 | 830 | 200 | 1,000 | 200 |
| Geraldton | 2,297 | 1,643.0 | 256.6 | 2,195.5 | 880.4 | 1,915.8 | 760.0 | 2,020.9 | 846.1 | 2,089.6 | 846.1 | 2,050 | 200 | 2,425 | 300 |
| Terrace Bay | 778 | 425.0 | 127.1 | 736.4 | 525.5 | 728.1 | 429.0 | 706.8 | 490.2 | 730.8 | 490.2 | 700 | 300 | 850 | 300 |
| North Central ^(c) Region Total | 6,563 | 4,961.9 | 692.7 | 5,861.0 | 3,032.5 | 5,718.2 | 2,526.2 | 5,088.9 | 2,695.6 | 5,408.9 | 2,710.6 | 5,110 | 1,100 | 6,125 | 1,300 |
| Fort Frances | 482 | 472.5 | 37.0 | 376.5 | 210.5 | 506.5 | 366.5 | 376.5 | 210.5 | 361.4 | 210.5 | 380 | 50 | 450 | 50 |
| Kenora | 506 | 265.5 | 9.5 | 314.0 | 259.0 | 400.0 | — | 314.0 | 259.0 | 408.2 | 259.0 | 310 | — | 375 | — |
| Red Lake | 1,432 | 765.5 | 0.5 | 1,139.5 ^(d) | 119.0 | 980.5 | 199.0 | 1,139.5 | 119.0 | 1,786.9 | 146.8 | 1,140 | — | 1,375 | — |
| Sioux Lookout | 2,344 | 535.5 | 3.5 | 2,124.5 ^(d) | 257.0 | 2,017.5 | 276.0 | 2,124.5 | 257.0 | 2,930.0 | 260.2 | 2,120 | — | 2,560 | — |
| Ignace | 562 | 974.5 | 1.0 | 809.5 | 99.5 | 1,122.0 | 231.0 | 809.5 | 99.5 | 956.9 | 99.5 | 810 | — | 975 | — |
| Dryden | 611 | 591.0 | 3.0 | 531.5 | 138.0 | 715.0 | 215.5 | 531.5 | 138.0 | 649.4 | 138.0 | 530 | 50 | 640 | 50 |
| Northwestern ^(k) Region Total | 5,947 | 3,604.5 | 54.5 | 5,295.5 | 1,083.0 | 5,741.5 | 1,288.0 | 5,295.5 | 1,083.0 | 7,092.8 | 1,114.0 | 5,290 | 100 | 6,375 | 100 |
| Northwestern ^(l) Planning Region Total | 12,510 | 8,566.4 | 747.2 | 11,156.5 ^(m) | 4,115.5 ^(m) | 11,459.7 | 3,814.5 | 10,384.4 | 3,778.6 | 12,501.7 | 3,824.6 | 10,400 | 1,200 | 12,500 | 1,400 |

Notes

- (a) Harvest cut is the annual average for the years 1978, 1979 and 1980.
- (b) $NM.m^3$ = Net merchantable volume in cubic meters.
- (c) Con = Conifer.
- (d) Hard = Hardwood.
- (e) Wood supply for the year 2000 is based on the production forest area and the concept that the level of cut will decelerate by the year 2000.
- (f) Assumptions utilized in attaining 12.5 million cubic meters of Available Wood Supply by the year 2000 include:
 - (i) no exclusion for the Whitemer Candidae Wilderness area;
 - (ii) reduced fire losses in the Northwestern Administrative Region (15.5 = percent conifer, 27 percent hardwood);
 - (iii) increased productivity of 3.4 percent of conifer volume in each District.
- (g) The total Planning Region target is distributed to Districts in proportion to their Anticipated Annual Wood Supplies.
- (h) Nafigon District data exclude production forest area and volumes included in the Whitemer Candidae Wilderness Area.
- (i) North Central Region data have been adjusted for areas involved in lakeshore reserves or sensitive areas.
- (j) Red Lake and Sioux Lookout data include estimated annual available wood supply from the Red Area which is currently not committed to industry.
- (k) Northwestern Region data have not been adjusted for lakeshore reserves or sensitive sites.
- (l) All data have been adjusted for those areas that are thought to be inoperable and for past and anticipated future fire losses (deletions vary from District to District).
- (m) In addition to Planning Region sources, approximately 1,982,000 cubic meters of wood flow into the Planning Region from Manitoba, the United States, and other regions of Ontario, including private land sources. As well, 2,124,000 cubic meters of roundwood capacity are returned to pulp mills as chips, as a by-product of sawmills, veneer and plywood plants.

Four broad options are available to deal with this potential shortfall:

- (i) increase the forest production land base available for forestry;
- (ii) increase the expected yield from the available land base;
- (iii) encourage the expansion of the private land wood supply;
- (iv) encourage the industrial substitution of hardwood for conifer wood requirements.

Specifics of the forestry strategy comprise:

- increasing the presently available forest land base of 12.5 million hectares by reducing the area currently designated as non-operable through technological improvement in harvesting and regeneration, and through managing timber reserves;
- pursuing the fullest forest regeneration program on cutover and untreated lands as is technologically and economically possible in order to perpetuate the continuous supply of forest products;
- employing techniques of increased forest yield through tree improvement and through pre-harvest treatments such as cleaning, thinning and fertilization;
- providing advice and/or assistance to encourage forest management on private lands;
- encouraging the increased industrial utilization of hardwoods and other under-utilized tree species as well as a much more complete utilization of preferred species, including the salvage of damaged wood;
- increasing fire, insect and disease management efforts in order to reduce anticipated losses of wood;
- ensuring that forest management and operating plans are in place, and are prepared within a framework of multiple forest uses.

f. Discussion

The forest industry of Northwestern Ontario directly employs approximately 17,000 people⁽²⁾. In the Northwestern Region there are three pulpmills and five major sawmills which utilized 2.4 million cubic meters of roundwood from Crown lands in 1980⁽³⁾. The North Central Region has seven pulpmills, eleven major sawmills and six veneer mills which utilized 7.8 million cubic meters of roundwood from Crown lands in 1980⁽³⁾. Some of the wood used in these mills originated outside the Planning Region and therefore the mill consumption volume will not compare with the figures shown under Harvest Cut in Table 3.

(i) Crown Land All forest land in Ontario is divided into forest management units which are intended to supply an annual allowable cut on a continuous basis. Allowable cut is calculated, allocated and controlled by area. Associated timber volumes are derived from subsequent surveys. For the purpose of land use planning, where a management unit straddles District boundaries, the amount of production forest land and the associated allowable cut from the portion of the management unit that lies within the District have been assigned to that District. In the Northwestern Planning Region there are 12.5 million hectares of Crown production forest land which currently (1982) produce an estimated annual available wood supply⁽⁴⁾ of 11.1 million net merchantable cubic meters of conifer and 4.1 million net merchantable cubic meters of hardwood.

The 12.5 million hectares of production forest were calculated by deducting from the total area of Crown land, such areas as water, non-forested land, non-productive land, protection forest, currently inoperable forest, parks and certain categories of park candidates and a variety of other areas where commercial forestry is not currently practised.

In addition, reductions were made to reflect changes which have occurred since the original forest management plans were written. Most significant were losses due to wildfire over the past 20 years in the Northwestern Administrative Region. These annual fire losses have ranged from 12 to 55 percent of the present annual allowable cuts, depending on location, with the larger losses being in the Red Lake and Sioux Lookout Districts.

A recalculated allowable cut will be determined for each of the forest management units within the Planning Region over the course of the next 20 years. Steps will be taken to bring current commitments of conifer to industry in line with the allowable cut levels as they are approved through the forest management planning process. Similarly, the current level of harvest must be balanced with the allowable cut by management unit.

In the interim, due to the assumptions made relative to reductions in the land base, the expression "Annual Available Wood Supply" best reflects the wood supply situation on Crown land in the Planning Region.

(ii) Private Land There are approximately 600,000 hectares of privately owned forest land in the Planning Region. Timber that is growing on private land contributes to the wood volume that may be available to the forest industry but it is not subject to Crown control, and the size of this resource is not known. At an average yield of 1.5

cubic meters per hectare per year, this land has the potential to contribute about 1.0 million cubic meters of wood annually (approximately double the current contribution).

Private land generally falls into two categories: the large, corporately owned blocks, and the small holdings of private individuals. The corporate blocks are held both for their mineral and timber potential. A limited amount of silvicultural activity has been conducted on them in order to improve the wood flow from them.

The small privately owned lots are not used primarily for wood production and any timber produced is commonly used to supplement the owner's income. Silviculture is not usually practised on these areas but, no doubt, more wood could be made available from private wood lots if there were more encouragement of forest management.

The Province currently has two programs dealing with the forest management of private land. These are to establish with the landowner a Woodlands Improvement Agreement or to provide limited aid through the Forestry Act. However, in view of the significant acreage of forest land presently under corporate ownership, which is not applicable to either of these two programs, candidate strategies are currently being developed to provide incentive for forest management on large corporate holdings.

(iii) Present Situation The 1982 situation is expressed in Table 3. There is a preponderance of mature and overmature timber in parts of the Planning Region, mainly the North Central Region. Since this timber deteriorates quickly once it reaches maturity, an accelerated annual allowable cut is permissible in order to utilize as much of the overmature forest as possible before it deteriorates beyond merchantability. These accelerated harvesting rates have been incorporated into Table 3 under Estimated Annual Available Wood Supply. When the area of this overmature age-class has been harvested, the accelerated cutting rate will be reduced to normal levels. By and large, this is expected to occur during the period 1982-2000 but may extend beyond this time depending on the actual rate of harvest and the degree to which the overmature stands remain commercially operable.

The relationship between the present harvest and the annual available wood supply varies among the Districts and between the two Administrative Regions. Some Districts are under-cutting the wood supply and others have a harvest which exceeds the wood supply. This situation is due to:

- the recent recalculations of wood supply estimates which have not yet had an impact on actual

operations (harvest cut data here is historical information);

- the geographical distribution of cutting within a management unit across District boundaries;
- the temporal distribution of cutting within an approved management plan.

The present total harvest cut in the Planning Region is below the level of the estimated annual available wood supply. Therefore, a backlog of harvestable material is accumulating annually and, barring a natural catastrophe such as fire or wind, this timber may help to satisfy the projected increase in conifer requirements during the next 20 years.

The volumes associated with the 1982 commitments are in most cases based on long standing agreements between the Ministry of Natural Resources and the forest industry. This level of commitment, then, expresses a historical situation which in many cases exceeds the most recently estimated annual available wood supply.

(iv) Future Situation Industrial demand for the year 2000 based on projected mill requirements for Crown land roundwood is estimated to be between 11.6 and 13.9 million cubic meters of roundwood annually (see Figure 1). This projection represents a 25 to 40 percent increase in wood requirements over the 1980 level of mill consumption. The lower estimate of the available wood supply in the year 2000 is virtually identical to the lower estimate of future wood requirements, but represents a substantial shortfall of 20 percent in conifer supplies when compared to the upper estimate of future wood requirements (Table 3).

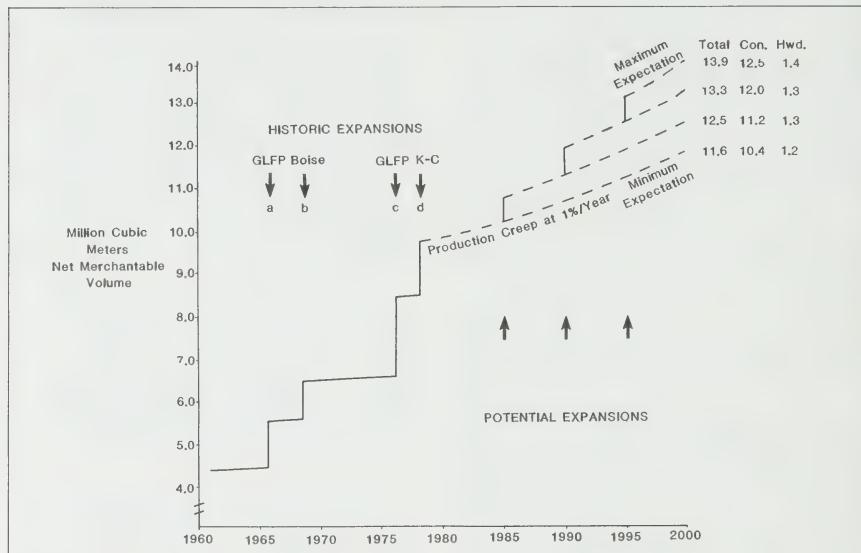
This low estimate of available conifer wood supply (10.4 million cubic meters) could, however, be increased to yield the higher estimate (of 12.5 million cubic meters) if the various elements of the outlined strategy were effected. These comprise: no further erosion of the available land base; a significant reduction in historical fire losses; increased forest productivity; improved utilization; and greater production from patent lands.

(v) Factors Impacting on Wood Supply

Forest Land Base

A critical issue in maintaining a flow of wood from the forest to industry is to ensure that there is enough land base available on which to grow timber. Although allowable cuts may vary between periods as a result of the forest age-class structure, the land base from which the cut is calculated has been assumed to remain constant. Table 3 illustrates the situation over the next 20 years whereby the size of the land area does not

FIGURE 1 HISTORIC AND PROJECTED CROWN LAND WOOD REQUIREMENTS FOR NORTHWESTERN PLANNING REGION



Notes

- (1) *Historic and future wood requirements are a function of two elements:*
 - (i) *a "production creep" of one percent per year in roundwood consumption to satisfy machine speed-ups and routine modernization requirements;*
 - (ii) *a series of past and potential mill capacity expansions.*

Past expansions in the Planning Region were:

 - (a) *Great Lakes Forest Products at Thunder Bay, 1966. New 600 tons per day bleached kraft pulp mill;*
 - (b) *Boise-Cascade at Fort Frances, 1970. New 460 tons per day bleached kraft pulp mill;*
 - (c) *Great Lakes Forest Products at Thunder Bay, 1975/1976. New 240 tons per day wafer board mill and 750 tons per day bleached kraft mill;*
 - (d) *Kimberly-Clark at Terrace Bay, 1978. Additional 825 tons per day bleached kraft pulp mill.*
- (2) *The calculation of historic wood requirements:*
 - (i) *excludes volumes from patent lands;*
 - (ii) *excludes Crown land volumes imported from the Northeast Region, Manitoba and the United States;*
 - (iii) *includes Crown land volumes exported to the Northeast Region, Manitoba and the United States.*
- (3) *New capacity is assumed as one newsprint machine of 200,000 ovoidry tons (181,440 tonnes) per year capacity (or equivalent) in each of 1985, 1990 and 1995. (Specific companies, their locations and the exact years of expansion remain open.)*

change but as a consequence of the planned removal of overmature timber in the Planning Region, the allowable cut gradually declines over the Plan period. Reductions to the land base used in this calculation will reduce the future level of available wood. Therefore, it is important that when non-forestry, single use, land designations are being considered, careful attention be given to the economic losses that may occur as a result of less wood being available to industry. Conversely, an addition to the available land base, in terms of a recapture of currently inoperable areas or the ability to modify management on areas currently not permitting harvesting, will increase the future level of available wood.

Regeneration

The Ministry of Natural Resources is responsible for ensuring the regeneration of cutover Crown lands either through its own programs, or through regeneration of cutover Crown lands either through regeneration agreements or through Forest Management Agreements.

The level of regeneration of production forest land that has been either burned or commercially harvested will affect the level of calculated available wood supply. The sooner regeneration of acceptable tree species occurs after a disturbance to the forest, the more certain is the continuous sustention of the available wood supply.

In the Planning Region approximately one-quarter of the annual clearcut area has been considered as not treatable by artificial means from an economic and/or technological perspective. Land so categorized usually occurs as scattered patches throughout the clearcuts. This land will be left to regenerate itself naturally. There will be a longer establishment period and eventually timber production could be lower than the level available at the next harvest. Land in this category will reduce the level of allowable cut until such time as it is considered adequately forested and part of the economic forest land base.

In a tightening wood supply situation this loss of land base may be offset by taking steps to identify those sites which are difficult to regenerate prior to harvesting. In this way the extra regeneration effort required may be recognized and dealt with.

Provincial funding and management policy to ensure that a specified volume of wood fibre is annually available by the year 2000 is called the Forest Production Policy. The portion of this

policy that is currently assigned to the Northwestern Planning Region is 8.7 million cubic meters of all species (North Central Region - 5.6 million cubic meters; Northwestern Region - 3.1 million cubic meters). This is obviously inadequate since the 8.7 million cubic meters is already below the level of 9.3 million cubic meters presently being cut. Revisions are therefore necessary if a sustained yield of forest products is to be achieved. Public and private regeneration programs must increase their targets as the timber harvest increases, and a review and revision of Forest Production Policy is currently underway.

Wildfire

Fire in the forest has both an immediate and long term impact on the available wood supply to industry. The immediate loss is the standing tree volume except where a salvage operation is feasible after the fire.

Over the past 20 years fire losses in the Northwestern Administrative Region have amounted to between 12 and 55 percent of the annual allowable cut in the Administrative Districts. At the same time, the fire management program has expanded and the intensive protection area includes all of the forest management units in the Planning Region. This expansion has been gradual, with an area now under intensive protection which 10 years ago was considered to be of lesser priority from the standpoint of fire protection.

In the future, increased fire management efforts can contribute significantly towards reducing the high fire losses which have been experienced in the recent past. Such efforts are required if the upper estimates of available wood supplies are to be achieved.

Although the immediate loss of timber volume is serious, the destruction of some sensitive growing sites due to repeated burning, for example, in effect eliminates the acreage from the production forest land base and consequently the allowable cut.

Forest Resource Information

Information on the forest land base must be continuously updated if changing conditions of the forests are to be accurately reflected in the level of estimated annual wood supply. Disturbance such as windthrow, wildfire and harvesting must be recorded and subtracted regularly as depletion from the approved allowable cut.

Ground sampling of the forest must keep pace with the Manager's requirements for such information if allowable cut levels are to remain current and proper controls placed on the harvesting for the purpose of site protection, creation of suitable wildlife habitat and conditions for regeneration.

Forest Yield

One way of improving the long term wood supply from a land area is to improve on the current yield of forest products from each hectare. This may be accomplished by:

- improving the degree of utilization by leaving less post-harvest residue, that is, to use smaller diameter wood and more of the less desirable species;
- improving the existing forest by pre-harvest treatments such as cleaning, thinning and fertilization which can result in additional volumes harvested over a rotation and possibly shorter rotation periods; and
- utilizing genetically improved seed to produce seedlings for planting that will grow faster, producing more volume and better quality products in less time.

Notes

- (1) *Ontario, Ministry of Treasury, Economics and Intergovernmental Affairs. Northwestern Ontario: A Strategy for Development. 1978.*
- (2) *Ontario, Ministry of Natural Resources. The Forest Industry in the Economy of Ontario. 1981.*
- (3) *Ontario, Ministry of Natural Resources. 1980 Ontario Forest Industry Statistical Reports. June 1981.*
- (4) *This is an interim estimate of wood supplies available pending revision of forest management plans and associated Annual Allowable Cut figures.*

C: mining

The overall intent of the mineral management policy is to provide for an optimum continuous contribution to the economy by mineral resource industries through orderly development and utilization of available mineral resources consistent with sound environmental practices.

1. METALLIC AND NON-METALLIC MINERALS

a. Objective

To encourage exploration for, and development of, mineral resources of the Region.

b. Target

Since the nature of mineral discovery is unpredictable and the demand for minerals is dictated by fluctuations in international trade, the setting of production targets for minerals is not feasible. However, the figure of 3,000 new jobs, as stipulated in "Northwestern Ontario: A Strategy for

Development",⁽¹⁾ represents a target toward which to strive.

c. Land Requirements

Map 6 identifies those areas of high and moderate potential where the geological conditions are most favourable for the discovery of viable mineral deposits. Other areas are of lower potential, or of unknown potential where data are lacking. The possibility of finding significant mineral deposits in these areas cannot be ruled out. As more detailed geological knowledge becomes available, the map will be refined accordingly.

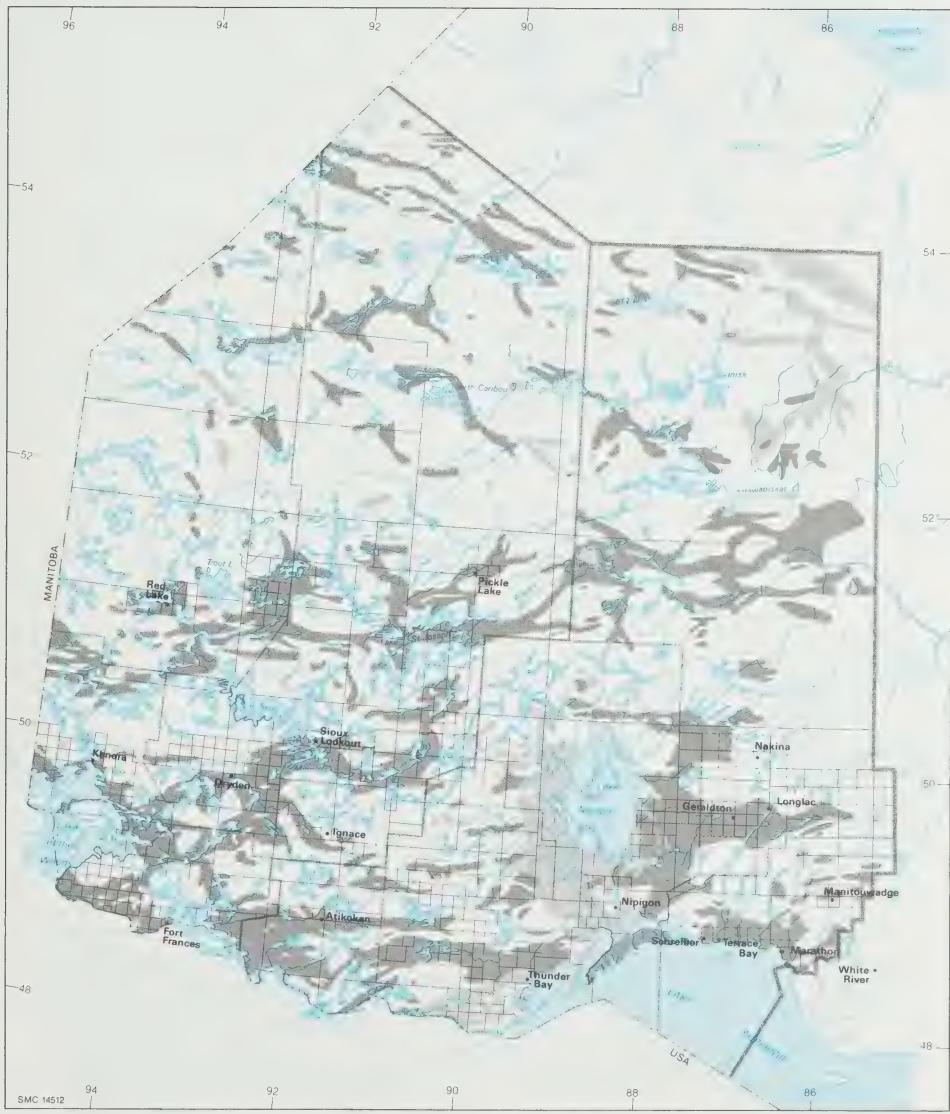
d. Strategy

The objective will be achieved by:

- ensuring that lands with high and moderate mineral potential remain open for mineral exploration wherever possible, and that withdrawal from staking be kept to a minimum;
- implementing Ministry assistance and incentive programs to facilitate mineral exploration and development;

Distribution of High and Moderate Mineral Potential

- Planning region boundary.
- High mineral potential.
- Regional boundary.
- Moderate mineral potential.
- District boundary.



- expanding the geological data base through field surveys; and by the collection, storage and dissemination of up-to-date information pertinent to the search for, and development, of minerals;
- encouraging the extraction and processing of minerals to meet the target of 2,000 to 3,000 new jobs;
- encouraging the processing of ore in Canada, and when economically feasible, in Northwestern Ontario;
- constructing resource access roads with due regard to mineral potential and, wherever possible, providing access to high potential areas;
- permitting mineral exploration in candidate parkland under controlled conditions. The guidelines under which such exploration will occur will be made available to the public.

e. Discussion

The Planning Region lies almost entirely within the Canadian Shield, a large area of Precambrian rocks endowed with enormous mineral potential. Of particular significance are the "greenstone belts" — zones of metamorphosed volcanic, sedimentary and related intrusive rocks. Within these zones occur most of the economic mineral deposits in the Region, especially those of base metals, iron and precious metals.

Mining has historically played a major role in the development and economy of the Region. Currently, mining and mining-related industries provide employment for approximately 2,960 people in the Planning Region⁽²⁾.

In 1980 the value of metallic mineral production in the Northwestern Planning Area was \$552.5 million representing approximately one fifth of the total mineral production in Ontario. In that year the Planning Region produced the following metals, industrial minerals and structural materials:

- Metals: cadmium, copper, gold, iron ore, lead, nickel, platinum metals, silver, zinc;
- Non-metallic minerals: amethyst, marl, peat;
- Structural materials: sand and gravel, feldspar, building and ornamental stone.

Known deposits of other valuable minerals such as uranium, tantalum and lithium also occur.

Since 1979 there has been a marked increase in mineral exploration in the Region (Table 4), primarily due to the continuance of a relatively high price of gold. It is essential to maintain a high level of exploration if the Region is to continue to benefit from its mineral resources.

TABLE 4 NUMBER OF MINING CLAIMS IN GOOD STANDING

| | 1977 | 1978 | 1979 | 1980 | 1981 |
|------------------------------------|--------|--------|--------|--------|--------|
| North Central Region | 5,077 | 6,612 | 7,554 | 11,245 | 13,663 |
| Northwestern Region | 10,841 | 11,310 | 10,207 | 14,577 | 17,268 |
| Northwestern Planning Region Total | 15,918 | 17,922 | 17,761 | 25,822 | 30,931 |

Of all primary industries in Ontario, mining is first in value of production. Since a healthy mining industry depends among other things upon a satisfactory rate of discovery to replace extracted ore, it is essential that the land base available for mineral exploration should not be reduced unnecessarily. Land with significant mineral potential will be kept open for exploration and extraction wherever possible.

Mineral exploration raises few conflicts with other land uses, since it is typically short-term, largely confined to those areas of high and moderate

mineral potential, and has little lasting effect on the land. Extraction operations may raise conflicts, however through the use of operating criteria, the social and environmental impact of mining extraction can be mitigated.

Under present policies, mineral exploration and mining operations are not permitted uses in existing parks. Mineral exploration may be permitted as an interim use in candidate park areas, and a careful evaluation of the resource base will be undertaken before new parks are put into regulation.

2. MINERAL AGGREGATE

a. Objective

To ensure that adequate supplies of mineral aggregate are available at a reasonable cost to meet both present and future demand.

b. Target

A target has not been set for mineral aggregate production since a detailed resource inventory and demand projection for the Region is not yet available.

c. Land Requirements

Map 7 indicates the main areas of significant mineral aggregate potential, where most of the future aggregate supplies can be expected to be found.

Because of the high cost of transporting such a bulk resource, those deposits occurring close to demand sources such as communities and transportation corridors, take on particular significance.

d. Strategy

The objective will be achieved by identifying areas of significant mineral aggregate potential and protecting them from any incompatible uses which would preclude their extraction.

e. Discussion

As a result of the Pleistocene period of glaciation, a mantle of unconsolidated material was deposited over much of the area. It is from these glacial deposits that most of the Region's aggregate resources are derived.

Mineral aggregates, that is, sand, gravel and crushed stone, provide the bulk of the raw materials essential to the construction industry. As a critical, non-renewable resource, its protection is a significant item in Ministry programs.

In order to ensure adequate future supplies of mineral aggregate at a reasonable cost, the Ministry strives to provide the best geological information available regarding aggregate deposits, with a view to the identification and protection of critical areas in the planning process for the Region.

Furthermore, rehabilitation of land after extraction is required to restore the land to its former use, or to a subsequent use compatible with the surroundings of the site. Where an extraction operation will affect a large area of land, progressive rehabilitation is encouraged.

Land use conflicts involving aggregate extraction are usually of a site specific nature and may be

resolved by applying suitable operating criteria including adequate buffering and screening, and by rehabilitation of the site after use.

Under present policies extraction operations are not permitted in designated parks and thus the process of designating park areas involves a careful evaluation of the resource base in order to minimize potential conflicts. In candidate park areas exploration may be permitted as an interim use.

3. PEAT

a. Objective

To identify significant areas of peat and maintain their availability for exploration and possible future extraction.

b. Target

There is no specific target assigned for peat production.

c. Land Requirements

A recent study conducted for the Ministry of Natural Resources identified major areas of peat deposits⁽³⁾. However, until mining becomes an economically viable activity, there are no specific land requirements. Accessible peatland areas of large size, especially where situated close to communities or otherwise easily accessible, will be assessed in the normal planning process for their possible requirement for future energy use.

d. Discussion

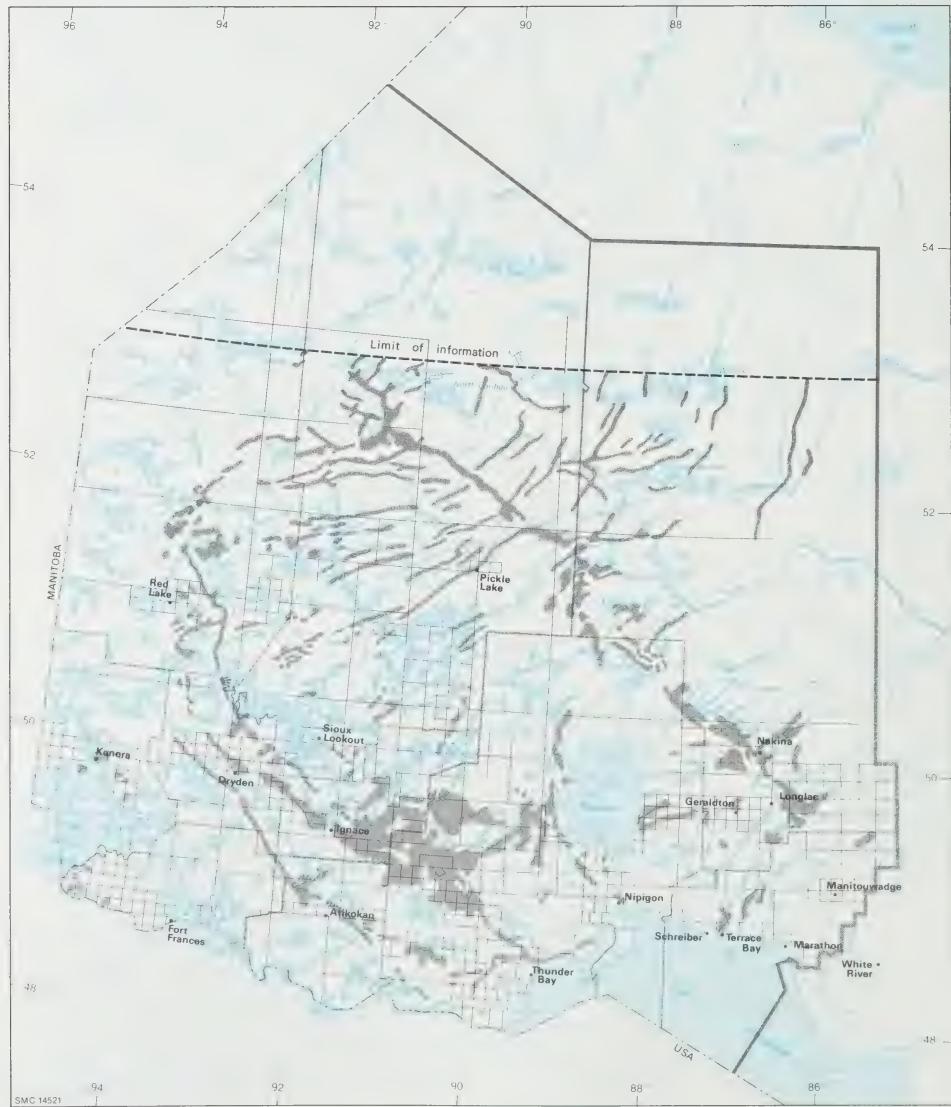
Peat consists of dead and partly decomposed plant matter that has accumulated in place in a wet environment such as bogs and fens. The Planning Area is known to contain large areas of peat, the largest of which is believed to be concentrated in the central part of the Planning Area and in the Rainy River District. Significant deposits are also found in the Upsala and Red Rock areas, with other localized deposits occurring throughout the Region.

For development as a major energy source a peat bog or bogs must be of sufficient size to provide enough material to fuel a heat or power plant over a prolonged period of time. Also, the peatland should be fairly accessible and situated close to where the power will be consumed. In the long term, electrical generating facilities may be developed in the more inaccessible northern areas.

Map 7

Aggregate Potential

- Planning region boundary.
- Main areas of aggregate potential.
- Regional boundary.
- District boundary.



At the present time, peat moss is harvested and processed in Northwestern Ontario for horticultural purposes. However, current trends in the energy field suggest that peat may become a viable energy

source in the near future. Therefore the area's peat resources will be considered as a potential resource in future land use planning⁽⁴⁾.

Notes

- (1) *Ontario, Ministry of Treasury, Economics and Intergovernmental Affairs. Northwestern Ontario: A Strategy for Development. 1978.*
- (2) *Figures provided by the Ontario Ministry of Industry and Tourism.*
- (3) *Monenco Ontario Ltd. Evaluation of The Potential of Peat in Ontario. Ontario, Ministry of Natural Resources. Occasional Paper No. 7, 1981.*
- (4) *See also Energy Section II D.*

D: tourism

a. Objective

To provide from public lands and waters and to encourage on other land a continuous contribution to the economy of Northwestern Ontario from tourism while ensuring that the sustaining capacity of the environment is not exceeded and that provisions are made for outdoor recreation for local use.

b. Land Requirements

Specific land requirements for additional commercial tourism facilities will be evaluated on an individual basis in the local District Land Use Plans.

c. Strategy

The objective will be accomplished by:

- identifying in the District Plans those specific areas where both the land base and the resources are capable of supporting expansion of an existing or new tourist facility;
- increasing dialogue with the Ministry of Industry and Tourism concerning natural resource potential and public demands on those resources;
- attempting to locate new Crown land camping and recreational facilities away from areas where significant conflict with commercial tourism facilities may occur;

- protecting the environment for tourism activities by applying such development criteria as are included in the Affleck Report⁽¹⁾.

d. Discussion

The Ministry of Industry and Tourism defines a tourist as: "Any Ontario resident travelling in excess of forty kilometers from his home for any purpose other than to commute to work or to attend school, and any non-resident who enters Ontario for any purpose other than to commute to work or attend school"⁽²⁾.

The Ministry of Natural Resources recognizes tourism as an important component in the economy of Northwestern Ontario. Of a total of \$4.313 billion in direct tourism expenditure in Ontario in 1976, approximately \$219 million were spent in the Northwestern Planning Area. The categories in which this money was spent include: Food and Beverage, Retail Sales, Service Stations, Accommodation and Amusement Recreation⁽³⁾.

Total expenditures in Ontario rose to \$7.5 billion in 1980, and although a regional figure is not available, by inference the Northwestern Planning Area can be expected to have generated approximately \$380 million⁽⁴⁾.

Tourist uses of the natural resources have traditionally focussed on the fishing and hunting

opportunities. In 1977 the Northwestern Planning Area had just under 47 percent of the total tourist establishments for these forms of recreation in Ontario. Furthermore, of the total hunting and fishing lodge revenues in Ontario of \$80 million in 1977, approximately \$46.5 million were generated in the Northwestern Planning Area⁽⁵⁾.

The quality of the fishing and hunting is a highly significant aspect of the Northern vacation, especially to American tourists. It is the Ministry's intention to maintain and, wherever possible, increase these opportunities through appropriate management techniques.

Some residents have expressed the feeling that a disproportionate amount of the area's natural

resources are consumed by non-residents. It must be recognized, however, that these non-residents generate a substantial contribution to the local economy in terms of tourist dollars. Resource allocation policies must be cognizant of the full costs and benefits that accrue from the tourist industry in the Northwestern Planning Region.

Less traditional opportunities for swimming, hiking, canoeing, skiing, trail-riding, etcetera are becoming increasingly attractive to tourists and may be expected to generate a larger share of tourism's contribution to the regional economy in the future.

Notes

- (1) Ontario, Ministry of Natural Resources. *Operating Guidelines for Locating Forest Access Roads and Managing Forest Reserves*. 1979.
- (2) Balmer, Crapo and Associates Inc. *Tourism Development in Ontario: A Framework for Opportunity*. n.d.
- (3) *Ibid.*
- (4) Ontario, Ministry of Industry and Tourism. *The Economic Impact of Tourism in Ontario and Regions*. 1976.
- (5) Ruston/Shanahan and Associates Ltd., et al. *The Fishing and Hunting Lodge Industry in Northern Ontario*. Prepared for the Ontario Ministry of Northern Affairs and The Northern Ontario Tourist Outfitters' Association. 1979.

E: provincial parks

a. Goal

To provide a variety of outdoor recreation opportunities, and to protect provincially significant natural, cultural and recreational environments within a system of provincial parks.

b. Objectives

(i) **Protection Objective** To protect provincially significant elements of the natural and cultural landscape of Ontario.

(ii) **Recreation Objective** To provide provincial park outdoor recreation opportunities ranging from high-intensity day-use to low-intensity wilderness experiences.

(iii) **Heritage Appreciation Objective** To provide opportunities for exploration and appreciation of the outdoor natural and cultural heritage of Ontario.

(iv) **Tourism Objective** To provide Ontario's residents and out-of-province visitors with opportunities to discover and experience the distinctive regions of the Province.

For ease of understanding, these objectives have been grouped and subdivided into components for which tentative targets have been developed. The regrouped objectives are Protection/Heritage Appreciation and Recreation/Tourism.

c. Program Targets

(i) Protection/Heritage Appreciation For these objectives finite bio-physiographic land areas are required.

- (a) Earth Science — to protect a system of provincially significant, representative and special earth science features through representation of each unit of Ontario's earth science history⁽¹⁾.
- (b) Life Science — to protect a system of provincially significant life science features through representation of each vegetative site type in the site regions in Northwestern Ontario⁽²⁾.
- (c) Historical Uses — to protect a system of provincially significant, landscape-related, pre-historical and historical resources through representation of each theme and theme segment of Ontario history⁽³⁾.

(ii) Recreation and Tourism⁽⁴⁾

- (a) Day Use: to provide within provincial parks by the year 2001⁽⁵⁾ an accessible annual supply of 0.93 days use (swimming and picnicking) opportunities per capita for residents of the Northwestern Planning Region (142,000 opportunities for residents and 76,000 opportunities for tourist use).
- (b) Car Camping: to provide within provincial parks by the year 2001, an accessible annual supply of 0.53 car camping opportunities per capita for the residents of the Northwestern Planning Region (101,800 opportunities for residents and 520,900 opportunities for tourist use).
- (c) Back Country Travel: to provide for residents of the province by the year 2001, a maximum of 0.45 opportunities per capita per annum and an additional 25 percent share for non-residents of the Province. The target of 955,900 wilderness opportunities assumes 65 percent of the provincial target is assigned to Northwestern Ontario and that all future demands for wilderness back country travel and 50 percent of the demand for non-wilderness back country travel should be provided in provincial parks.

d. Park Classification

To assist in the achievement of parks objectives, provincial parks in Ontario have been divided into six classes.

The classification is intended to:

- describe the role of individual parks in achieving the objectives of the park system plan;
- provide a basis for management of diverse resources in the system and to encourage a greater public understanding of the various roles of parks;
- enable managers to provide a diversity of satisfying outdoor recreation experiences to individuals.

The park classes assist in defining the likely dimensions of the parks system in terms of discrete land/water resources. It must be recognized that the extent to which class targets are achieved is secondary to the achievement of the protection/heritage and recreation/tourism objectives.

The park classes are:

- (i) Wilderness Parks, which are substantial areas where the forces of nature are permitted to function freely and where visitors travel by non-mechanical means and experience expansive solitude, challenge and personal integration with nature.
- (ii) Nature Reserves, which are areas selected to represent the distinctive natural habitats and landforms of the Province and are protected for educational purposes and as gene pools for research to benefit present and future generations.
- (iii) Historical Parks, which are areas selected to represent distinctive historical resources of the Province in open space settings and are protected for interpretive, education and research purposes.
- (iv) Natural Environment Parks, which incorporate outstanding recreational landscapes with representative natural features and historical resources to provide high quality recreational and educational experiences.
- (v) Waterway Parks, which incorporate outstanding recreational water routes with representative natural features and historical resources to provide high quality recreational and educational experiences.
- (vi) Recreation Parks, which are areas which support a wide variety of outdoor recreation opportunities for large numbers of people in attractive surroundings.

Each class contributes to the achievement of specific objectives. However, only one class of park can potentially contribute to the achievement of all objectives — natural environment. Other classes have a more restricted role in achieving specific

objectives. For example, nature reserve parks contribute **primarily** to the achievement of the protection objective.

It must be recognized that those classes of parks whose primary function is to protect representative landscapes, also provide the majority of the recreational opportunities. The recreation class parks will only be developed in future to provide residual day-use and camping opportunities which cannot be provided for by the private sector or when all other classes of parks are in place. These will represent a relatively small increment to the system.

e. Class Targets⁽⁶⁾

(i) Wilderness Class Target One wilderness park of at least 50,000 hectares and one wilderness zone of at least 2,000 hectares in another class of park (eg. natural environment) per site region.

(ii) Natural Environment Class Target To represent each of the site districts in Northwestern Ontario with a natural environment park with a minimum area of 2,000 hectares.

(iii) Waterway Class Target To represent each of the site districts in Northwestern Ontario with a waterway park.

(iv) Nature Reserve Class Target To establish “Provincial nature reserves” where necessary to protect representative earth and life science landscapes and features.

(v) Historical Class Target To establish historical class parks where necessary to protect representative and significant landscape related historical themes.

(vi) Recreation Class Target To establish recreation class parks or provincially significant recreational landscapes to provide opportunities, facilities and services required by the population regions of Ontario.

f. Land and Water Requirements

All of the parks objectives and associated targets require specific land and water areas if they are to be met. Although many of the objectives can be met from the same area, clearly certain of the targets are incompatible. For example, provision of intensive recreation is not compatible with protection of certain botanical features.

In addition to existing parks, the Northwestern Planning Region has also identified, as part of the provincial parks system requirements, 131 new candidate park proposals or park extensions involving approximately 3 million hectares of land

and water which will be discussed at the district planning level. Of these, 91 candidates have been identified as requiring resolution in the future.

g. Strategy

The targets will be accomplished by:

- reviewing within the context of district land use planning those park candidates indicated in Tables 6 to 8 in order to determine whether a particular candidate:
 - (i) should be recommended for park status;
 - (ii) should be dropped from further consideration for park status;
 - (iii) should be retained as a candidate for future consideration while permitting other activities to continue under appropriate management guidelines;
- ensuring that those candidates which do not require resolution at this time as indicated in Tables 7 and 8 retain their identified park values in order that they can be examined for possible park status at some future date;
- conducting systematic earth and life science inventories, within and outside the provincial park system, to establish the location of feasible nature reserve parks or zones or other acceptable arrangements, as may be required to fulfill the objectives of the provincial parks program;
- conducting systematic cultural inventories, within and outside the park system, to establish the location of feasible historical parks or zones;
- monitoring the capacity in provincial parks within the Planning Region to meet the targets of 0.93 day-user days and 0.53 extended-user days per capita;
- monitoring the capacity in the Planning Region’s provincial parks to provide wilderness and non-wilderness backcountry travel;
- monitoring tourist use of provincial parks within the Planning Region and providing additional supply, supplementary to private sector supply, when necessary; and
- assessing the park system within Northwestern Ontario to determine whether sufficient opportunities exist for the exploration and appreciation of the natural and cultural heritage.

TABLE 5 EXISTING PROVINCIAL PARKS IN REGULATION

| Existing Park and Class | Area | |
|------------------------------|----------|-----------|
| | Hectares | Acres |
| WILDERNESS | | |
| Quetico | 475,783 | 1,175,660 |
| WATERWAY | | |
| Winisk River | 160,645 | 396,954 |
| NATURAL ENVIRONMENT | | |
| Lake Nipigon | 1,458 | 3,603 |
| Ney's | 3,445 | 8,513 |
| Kakabeka Falls | 420 | 1,038 |
| Sibley | 24,435 | 60,379 |
| Middle Falls ^(a) | 6 | 15 |
| Lake of the Woods | 1,098 | 2,713 |
| Pakwash ^(b) | 631 | 1,559 |
| Sandbar Lake ^(b) | 3,159 | 7,806 |
| Ojibway ^(b) | 2,633 | 6,506 |
| NATURE RESERVES | | |
| Cavern Lake | 189 | 467 |
| Ouimet Canyon | 777 | 1,920 |
| Porphyry Island | 107 | 264 |
| Schreiber | 13 | 32 |
| RECREATION | | |
| Arrow Lake | 40 | 99 |
| Inwood ^(c) | -33 | -82 |
| Rainbow Falls | 575 | 1,421 |
| MacLeod | 74 | 183 |
| Klotz ^(c) | -119 | -294 |
| Aaron ^(c) | -70 | -173 |
| Blue Lake | 354 | 875 |
| Caliper Lake | 100 | 247 |
| Rushing River | 190 | 470 |
| Sioux Narrows ^(c) | -130 | -321 |
| HISTORICAL | NIL | NIL |

Notes

(a) Middle Falls Provincial Park extends over 6 hectares and is presently classified as a recreation park. However with the addition of the adjacent park reserve (959 hectares), it is probable that the park would be reclassified as a Natural environment class of park.

(b) Pakwash, Sandbar Lake and Ojibway are presently recreation class parks. It is recommended that they be reclassified to a natural environment class of park.

(c) It is recommended that Inwood, Klotz, Aaron and Sioux Narrows parks be rescinded.

TABLE 6 CANDIDATE PARKS OR EXTENSIONS REQUIRING EARLY RESOLUTION^(a)

| Proposed Park and Class | Area | |
|---|----------|-----------|
| | Hectares | Acres |
| WILDERNESS | | |
| Whitewater Lake ^(b) | 521,100 | 1,287,638 |
| Woodland Caribou | 472,100 | 1,166,559 |
| WATERWAY | | |
| Albany River (North Central Region) | 315,477 | 779,544 |
| Albany River (Northwestern Region) | 125,650 | 310,481 |
| Otoskwin-Attawapiskat River (North Central Region) | 69,542 | 171,838 |

TABLE 6 CANDIDATE PARKS OR EXTENSIONS REQUIRING EARLY RESOLUTION^(a)
Cont'd

| Proposed Park and Class | Area | |
|--|----------|---------|
| | Hectares | Acres |
| Otoskwin-Attawapiskat River (Northwestern Region) | 3,400 | 8,401 |
| Brightsands River (North Central Region) | 5,036 | 12,444 |
| Brightsands River (Northwestern Region) | 26,600 | 65,729 |
| Severn River | 311,750 | 770,334 |
| NATURAL ENVIRONMENT | | |
| Lake of the Woods ^(c) | 9,900 | 24,463 |
| Teggau-Winnange | 43,300 | 106,994 |
| Pakwash ^(d) | 18,919 | 46,749 |
| Medcalf Lake | 10,100 | 24,957 |
| NATURE RESERVES | | |
| West Bay | 1,143 | 2,824 |
| Windigo Bay | 10,013 | 24,742 |
| Little Merionga | 7,394 | 18,271 |
| Gull River | 2,940 | 7,265 |
| Thompson Island | 171 | 423 |
| Slate Islands | 3,963 | 9,793 |
| Poili-Upper Twin Lakes | 11,538 | 28,510 |
| Matawin River | 2,650 | 6,548 |
| Burchell Lake | 206 | 509 |
| Pantagruel Creek | 4,236 | 10,467 |
| Kabitozikwa River | 1,970 | 4,868 |
| Livingstone Point (Park Reserve) ^(e) | 1,600 | 3,954 |
| Pigeon River Clay Plain | 2,870 | 7,092 |
| Arrowhead Peninsula (Park Reserve) ^(f) | 490 | 1,211 |
| Bowman Island | 256 | 633 |
| Paradise Island | 48 | 119 |
| Albert Lake Mesa | 111 | 274 |
| Sable Island | 2,000 | 4,942 |
| Butler Lake ^(g) | 3,300 | 8,154 |
| Wabigoon River | 3,000 | 7,413 |
| Manomin Lake | 800 | 1,977 |
| Carpenter Township | 1 | 3 |
| Lola Lake | 6,300 | 15,567 |
| Bonheur Lake | 3,350 | 8,278 |
| Trout Lake | 8,250 | 20,386 |
| Minnitaki Kames | 4,100 | 10,131 |
| Windigo Point | 510 | 1,260 |
| RECREATION | | |
| HISTORICAL | | |
| Manitou Mounds ^(h) | 103 | 255 |
| Goldrock | 1,400 | 3,459 |

Notes

- (a) All park candidates, including preferred and secondary options, are shown in the table.
- (b) The area shown for Whitewater is that of the largest option. This area differs from the area shown in Map 8 which shows the total area of all options.
- (c) The Lake of the Woods candidate park is a proposed addition to the existing Lake of the Woods natural environment park, and is an option to the Aulneau Peninsula candidate wilderness area.
- (d) Pakwash is presently an existing recreation class park. In recognition of proposed additional area, the Northwestern Regional Parks System Plan has recommended that this park be reclassified to a natural environment class of park.
- (e) Livingstone Point (1,600 hectares) is a portion of an existing park reserve enclosing Humboldt Bay. It has been recommended that the existing park reserve of 29,943 hectares be reduced in size, and that the Livingstone Point portion be retained as a potential nature reserve class of park.
- (f) It has been recommended that the existing park reserve (896 hectares) be reduced in size by 406 hectares and that

Notes - continued

the remaining portion of 490 hectares be retained as a potential nature reserve class of park.

(g) The Butler Lake candidate nature reserve is the preferred option to the Wabigoon River candidate.

(h) The Manitou Mounds candidate is presently being considered by Parks Canada for National Park purposes.

TABLE 7 OTHER CANDIDATE PARKS OR EXTENSIONS REQUIRING RESOLUTION^(a)

| Proposed Park and Class | Area | |
|---|----------|-----------|
| | Hectares | Acres |
| WILDERNESS | | |
| Opasquia | 469,050 | 1,159,023 |
| Aulneau ^(b) | 78,200 | 193,232 |
| WATERWAY | | |
| La Verendrye River | 4,389 | 10,846 |
| Kopka River | 10,999 | 27,179 |
| Mooseland/Gull River | 6,735 | 16,642 |
| Black Sturgeon | 5,725 | 14,140 |
| Allanwater/Caribou River | 61,265 | 151,386 |
| Steel River | 12,797 | 31,621 |
| Drowning River | 5,271 | 13,025 |
| Little Current | 11,960 | 29,553 |
| Turtle River | 31,200 | 77,095 |
| Pipestone River, North | 146,100 | 361,013 |
| English River East ^(c) | 27,250 | 67,335 |
| Pipestone River, South | 80,900 | 199,904 |
| NATURAL ENVIRONMENT | | |
| Middle Falls (Park Reserve) ^(d) | 959 | 2,370 |
| Silver Falls (Park Reserve) | 3,561 | 8,800 |
| Kashabowic (Park Reserve) | 2,064 | 5,100 |
| White Otter Lake (Park Reserve) | 24,281 | 59,998 |
| Lukinto (Park Reserve) ^(e) | -911 | -2,251 |
| Esnagami Lake (Park Reserve) ^(e) | -23,472 | -57,999 |
| Parridge Lake (Park Reserve) ^(e) | -2,631 | -650 |
| Sandpoint Island | 888 | 2,194 |
| NATURE RESERVES | | |
| Purgatory Chutes (Park Reserve) ^(e) | -40 | .99 |
| RECREATION | | |
| Arrow Lake (Park Reserve) | 405 | 1,001 |
| Inwood (Park Reserve) ^(e) | -405 | -1,001 |
| Cypress River (Park Reserve) ^(e) | -241 | -596 |
| HISTORICAL | NIL | NIL |

Notes

(a) All park candidates, including preferred and secondary options, are shown in the table.

(b) The Aulneau Peninsula candidate wilderness park is an option to the Lake of the Woods candidate natural environment park.

(c) The English River (East) candidate waterway is the preferred option to the Pipestone River (South) candidate waterway.

(d) Middle Falls Provincial Park extends over 6 hectares and is presently classified as a recreation park. However, with the addition of the adjacent park reserve (959 hectares), it is probable that the park would be reclassified as a natural environment class of park.

Notes - *continued*

(e) Following an evaluation of resource features and of the possible contribution of the area to the parks system, it has been recommended that these park reserves be rescinded.

TABLE 8 CANDIDATE PARKS WHERE FEATURES AND VALUES REQUIRE FURTHER DEFINITION^(a)

| Proposed Park and Class | Area | |
|---|----------|---------|
| | Hectares | Acres |
| WILDERNESS | NIL | NIL |
| WATERWAY | | |
| Winisk River ^(b) | 24,155 | 59,687 |
| NATURAL ENVIRONMENT | NIL | NIL |
| NATURE RESERVES | | |
| Black Bay Peninsula | 2,054 | 5,075 |
| Sedgman | 7,000 | 17,297 |
| Mokoman | 350 | 865 |
| Edward Island | 1,610 | 3,978 |
| Square Top Mountain | 260 | 642 |
| Stanley Bur Oak | 19 | 47 |
| Upsala Peatlands (Trewartha) | 3,065 | 7,574 |
| Whitefish Lake - West End | 1,430 | 3,534 |
| Obashi Lake | 63,405 | 156,674 |
| Mistassini Lake ^(c) | 51,332 | 126,841 |
| Machawaian Lake ^(d) | 75,406 | 186,328 |
| Byrne Lake ^(e) | 35,525 | 87,782 |
| Mackenzie | 250 | 618 |
| Wapikopa Lake ^(f) | 47,259 | 116,777 |
| Fraleigh Lake | 868 | 2,145 |
| Devon Road Mesa | 132 | 326 |
| Thompson Lake | 129 | 319 |
| Spar Island | 194 | 476 |
| Pic River Mouth | 200 | 479 |
| Prairie River Mouth | 290 | 717 |
| Craig's Pit | 1,055 | 2,607 |
| Terrace Bay Kettle Holes ^(g) | 100 | 247 |
| Santoy Lake Kettle Holes ^(g) | 100 | 247 |
| Gravel River (Park Reserve) ^(h) | 881 | 2,177 |
| Dickson's Quarry | 1 | 3 |
| Intola | 28 | 69 |
| Loon Lake | 1 | 3 |
| Swamp Creek | 1 | 3 |
| Whitefish Lake | 687 | 1,698 |
| Thunder Bay Lookout | 1 | 3 |
| Russell Point | 37 | 91 |
| Sitch Creek | 332 | 820 |
| Pass Lake | 1 | 3 |
| Pearson Township | 768 | 1,898 |
| Pie Island | 48 | 119 |
| Mosquito Creek | 12 | 30 |
| Nolalu | 1 | 3 |
| Pardee Township | 242 | 598 |
| Slate River | 36 | 89 |
| Channel Island | 10 | 25 |
| Cobinosh Island | 90 | 222 |
| Red Sucker Point | 380 | 939 |
| Kama Hill | 11 | 27 |
| Puff Island | 2 | 5 |
| Shesheeb Bay | 10 | 25 |
| Kakiwi River | 28,950 | 71,536 |

TABLE 8 CANDIDATE PARKS WHERE FEATURES AND VALUES REQUIRE
Cont'd FURTHER DEFINITION

| Proposed Park and Class | Area | |
|-------------------------------|----------|---------|
| | Hectares | Acres |
| NATURE RESERVES Cont'd | | |
| Kaneesose Lake ⁽ⁱ⁾ | 27,450 | 67,829 |
| Goose River | 23,400 | 57,821 |
| Wunnummin Hill ^(j) | 47,600 | 117,620 |
| Waterous Lake | 55,300 | 136,646 |
| Wharam Lake ^(k) | 60,450 | 149,372 |
| Cattral Lake | 71,400 | 176,429 |
| Nango Lake ^(l) | 33,150 | 81,914 |
| Aguta Lake | 28,900 | 71,412 |
| Gonyea Lake | 35,650 | 88,091 |
| Flanagan River ^(m) | 28,800 | 71,165 |
| Roseberry River | 32,300 | 79,813 |
| Cobham Lake ⁽ⁿ⁾ | 58,100 | 143,565 |
| Apps Lake | 49,150 | 121,450 |
| Mix Lake ^(o) | 30,900 | 76,354 |
| Windfall Creek | 29,200 | 72,153 |
| Kishikas Lake | 52,300 | 129,233 |
| Foaming Creek | 70,100 | 173,217 |
| Bow River | 76,850 | 189,896 |
| Fawcett Lake | 57,200 | 141,341 |
| Whitemud River | 55,000 | 135,905 |
| St. Raphael | 46,500 | 114,902 |
| Rainy River Peatlands | | |
| - Blue Top Peatlands | 2,900 | 7,166 |
| - Nelles Township | | |
| Peatlands | 1,500 | 3,707 |
| - Gameland | 2,800 | 6,919 |
| RECREATION | NIL | NIL |
| HISTORICAL | NIL | NIL |

Notes

- (a) All park candidates, including preferred and secondary options, are shown in the table.
- (b) Winisk Provincial Park is an existing waterway class Park, with 160,645 hectares falling within the Planning Region. It is proposed to extend this park to include an additional 24,155 hectares.
- (c) Mistassin Lake candidate is an alternate location to the Obashi Lake candidate.
- (d) Machawaian Lake candidate is an alternative to a proposed zone within the proposed Albany River candidate.
- (e) Byrne Lake candidate is an alternative to a nature reserve zone which overlaps Winisk Provincial Park.
- (f) Wapikopa Lake candidate is an alternative to a nature reserve zone which overlaps Winisk Provincial Park.
- (g) Terrace Bay and Santoy Lake Kettle Hole sites are alternatives to the Craig's Pit site.
- (h) An existing park reserve on the Gravel River extends over 324 hectares. It is recommended that this park reserve be enlarged by 557 hectares and the resulting area of 881 hectares be considered as a potential nature reserve class of park.
- (i) The Kaneesose Lake candidate nature reserve is the preferred option to the Goose River candidate.
- (j) The Wunnummin Hill candidate nature reserve is the preferred option to the Waterous Lake candidate.
- (k) The Wharam Lake candidate nature reserve is the preferred option to the Cattral Lake candidate.
- (l) The Nango Lake candidate nature reserve is the preferred option to the Aguta Lake candidate.
- (m) The Flanagan River candidate nature reserve is the preferred option to the Roseberry River candidate.
- (n) The Cobham Lake candidate nature reserve is the preferred option to the Apps Lake candidate.
- (o) The Mix Lake candidate nature reserve is the preferred option to the Windfall Creek candidate.

h. Discussion

The goal and objectives of the Provincial Parks Policy were approved by the Ontario Government in 1978. In addition, the Government approved principles to guide management of the provincial parks system relative to permanence, distinctiveness,

representation, variety, accessibility, co-ordination, system classification and zoning.

The Government also recommended that the general guidelines for recreation, tourism, protection and heritage appreciation, as proposed by the Ministry, be adopted as the basis from which to

prepare program planning options for future Cabinet consideration. It is the intention to present these options to Cabinet upon completion of systems planning and land use planning by the Ministry.

(i) Present Situation At present, there are 25 provincial parks in the Planning Region totalling 676,484 hectares and 25 park reserves totalling 721,483 hectares. As well, approximately 1,021 hectares are presently reserved as per the Wilderness Areas Act.

In 1981, visitors to the Planning Region provincial park system utilized 416,986 camper nights and 101,252 day-use opportunities. Provincial parks in the Planning Region have the capability to provide 412,819 camper nights and 227,600 day-use opportunities annually. If developed fully, provincial parks have the potential to supply, by the year 2001, an additional 271,776 camper nights and 53,332 day-use opportunities annually.

With the exception of a number of localized deficits, the existing parks and identified candidates have the potential to satisfy the basic requirements for day-use and camping at least until 2001.

In 1976, the Planning Region provided 39 percent of the provincial wilderness and non-wilderness opportunities. The provincial parks target to the year 2001 is to provide 1,932,100 opportunities annually. It is anticipated that the Provincial Park system in the Northwestern Planning Region will, as a minimum, maintain its contribution towards the provision of wilderness and non-wilderness opportunities.

(ii) Candidate Parks Within the Planning Region, the Ministry took the four program objectives, the classification system and the program and class targets and identified candidate parkland areas to achieve the targets.

Through a review of the Provincial Parks system plans, as well as further analysis by the Task Force on Parks System Planning⁽⁷⁾, the Minister of Natural Resources has determined that all of the candidates that were identified should be considered within the context of district land use planning.

The distribution of existing parks and candidate park areas being considered for parks designation is shown in Map 8. All candidate park options have been shown on the map; only some of these will ultimately be designated as parks.

In the case of the Whitewater Candidate Wilderness Area, several optional areas have been suggested. The boundary shown on Map 8 for the Whitewater Candidate Area includes the areas of all of these

options. Final determination of the boundary will be resolved during the district land use planning process after all options have been considered.

Four wilderness, 19 waterways and 97 nature reserve candidate areas are proposed for discussion during district land use planning as possible additions to the existing parks system. As well, one recreation park candidate and two historical park candidates will be reviewed, along with nine natural environment park candidates⁽⁸⁾. As a result of further review, these candidate parks were grouped according to the priority for their resolution (Tables 6, 7 and 8).

The proposed park candidates identified for resolution could provide substantial contributions to the achievement of park objectives. Some are of higher priority for resolution than others primarily due to the necessity to resolve identified land use conflicts. During district land use planning recommendations will be formulated as to:

- recommendation of the candidate for park status;
- removal of the candidate park from any further consideration;
- retention of the area for future consideration for park status.

A number of nature reserve candidates, and particularly those in the far North, will be dealt with at some point in the future. For now these are identified as areas of interest and efforts will be made to identify and protect the park values. A review of the level of protection to be afforded natural features is presently underway and it is unlikely that decisions on these areas in the far North will be made until this review is completed.

In candidate parkland, interim uses will be permitted. Identified park values in candidate parks will be protected. Uses and facilities which complement the achievement of objectives will be encouraged and uses which have no significant negative impact on the long term achievement of park objectives will be permitted with judicious controls. Uses which would conflict with long term achievement of park objectives will be prohibited.

Mineral exploration will be permitted in candidate parkland under controlled conditions. The guidelines under which such exploration will occur will be made available to the public.

Further, there are many instances where natural features and values which could contribute to the parks system are on private land. In these situations landowners will be consulted in order to determine the most appropriate method to deal with these values. This could involve methods other than

Existing Parks and Candidate Parks

- Planning region boundary.
- Regional Boundary.
- District Boundary.

Wilderness

- Present wilderness park area.
- Candidate wilderness park area.

Natural Environment

- Present natural environment park area.
- Candidate natural environment park area.

Waterway

- Present waterway park area.
- Candidate waterway park area.

Recreational

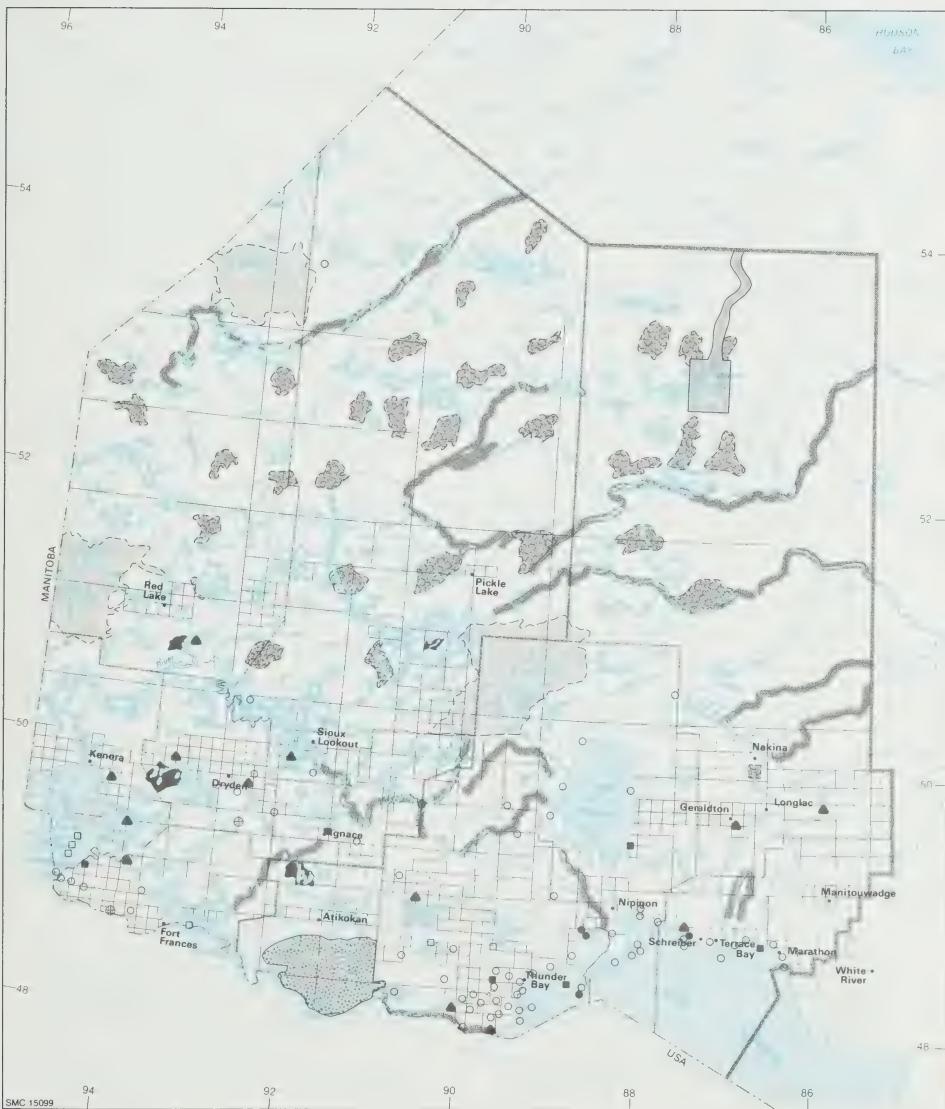
- Present recreational park area.

Nature Reserve

- Present nature reserve park area.
- Candidate nature reserve park area.

Historic

- Candidate historic park area.



park designation.

For all park proposals in the Northwestern Planning Region, boundary adjustments have been made in

order to try to avoid conflicts with other resource users, most notably the resource industries. The evaluation of potential conflicts with other resource users will continue in the Planning Region.

Notes

- (1) *A geological time scale which outlines thirty-three ancient and nine recent environments containing several hundred individual features has been developed. The target is to represent each of these site types.*
- (2) *The plant and animal communities which live in any area depend upon climate and soil conditions. A classification system has been adopted which attempts to define every combination of climate, soil texture, moisture condition and microclimate likely to be encountered in Ontario. The target is to protect a natural plant and animal community representing each of these site types in Northwestern Ontario.*
- (3) *The opportunity exists within provincial parks to represent activities such as early mining operations and mining communities, logging and the early fur trade — all of which require extensive land areas, and where demonstration of these activities is most effectively achieved by maintaining an area in an undeveloped condition. Thirteen major historical themes and 115 theme segments have been identified. (e.g. Cobalt Silver Camp 1903 as a theme segment of the broader theme of mining and mining communities).*
- (4) *Swimming and picnicking have been selected to represent day use activities, and car camping to represent extended use activities which occur in parks. Although other activities are important and are considered in more detailed planning of specific land areas, the three activities of picnicking, swimming and car camping are considered a good measure for systems and strategic planning.*
Canoe tripping has been selected as representative of the back-country recreation activities which occur in provincial parks. Again, although other activities, such as hiking, occur and are important, canoe tripping is considered the appropriate measure for systems and strategic planning.
The targets assume that parks will continue to provide the same percentage of the total outdoor recreation opportunities available in the province in the future, as they did in 1976.
- (5) *For consistency with The Task Force Report on Parks System Planning, the target date is the year 2001.*
- (6) *The document Ontario Provincial Parks: Planning and Management Policies (1978) (Ontario, Ministry of Natural Resources) set out class targets for each of the six park classes. The intent was to present policies to assist managers, planners and public in understanding the size and diversity of the system being proposed. These policies relate to the park program objectives approved by the Ontario Cabinet in 1978.*
It must be recognized that the class targets contained in Ontario Provincial Parks: Planning and Management Policies represent a means of achieving the specific park program objectives of Protection/Heritage Appreciation and Recreation/Tourism.
The criteria which have been used in developing targets for each class of parks in the parks system are:
 - *to the extent possible, objectives should be met from the same area of land. Specifically, recreation should be provided in the same area as protection objectives are met.*
 - *protection objectives should be met to the extent possible, through the designation of large areas within which a large number of site types and features can be protected.*
- (7) *Ontario, Ministry of Natural Resources. Report of the Task Force on Parks System Planning, Volumes I and II, September, 1981.*
- (8) *These figures include all alternatives to the preferred options, as well as enlargements to existing parks. Also, where parts of a proposed park lie in both the North Central Region and the Northwestern Region, (for example, the Albany River), they have been counted as separate park areas.*

F: wildlife

1. GENERAL

a. Broad Objective

To provide sustained optimum cultural, social and economic benefits to the people of Ontario through

the management, protection and rehabilitation of the wildlife resources in Ontario.

b. Strategy

The objective will be achieved by:

- managing the Region's wildlife on a biologically sound basis;
- maintaining and, where possible, enhancing wildlife habitat through input into timber operating plans, land use plans, and direct habitat modifications;
- determining harvest targets on the basis of an optimum sustainable yield⁽¹⁾.
- giving Ontario residents priority in the allocation of hunting opportunities, acknowledging the commitment to Native people's Treaty rights;
- providing opportunities for increased viewing of wildlife;
- identifying and protecting rare and endangered species of wildlife and their habitat;
- enforcing and encouraging the adherence to Ontario's legislation affecting wildlife, including hunting regulations;
- improving our base of knowledge to more effectively manage wildlife.

c. Discussion

Wildlife resources play a highly significant role in the lifestyle and economy of the Planning Region. They provide a source of recreation through hunting and nature appreciation, and represent a supplementary source of food for many people. Tourist related economic benefits are also substantial. Furthermore, trapping and the fur industry it sustains, represent a significant source of income for the Region⁽²⁾.

Besides the management of huntable animals the Ministry also has a responsibility for the protection of non-game and endangered species which inhabit the Planning Region. These include the Bald Eagle, Peregrine Falcon, Golden Eagle, White Pelican, Eastern Cougar, and possibly Piping Plover.

Successful wildlife production depends upon sound management programs aimed at the maintenance and improvement of suitable habitats in conjunction with appropriate harvest controls. Provincial and Regional guidelines give direction for forest management practices for the protection of significant areas of wildlife habitat. These guidelines include the requirement of modified cutting patterns, restricting clear cut size and the establishment of reserves or buffers where such practices are deemed necessary to protect wildlife resources.

To maintain or increase the quality of hunting

opportunities presently existing in Northwestern Ontario, various management techniques will be required, dependent upon locally occurring conditions. Management options which may be utilized are: season restrictions, area specific licencing, control of hunter efficiency and hunter numbers, predator control and control of the age and sex structure of the harvest.

A system of wildlife management units is used to enable wildlife to be managed on the basis of ecological and socio-economic criteria (Map 9). These units are used as the basic areas for data collection on factors affecting wildlife populations, development of management plans, programs and proposals, and recommendations for hunting seasons.

In previous years concern has been expressed by residents at the impact of non-residents on game availability. Now in most areas residents receive preference over non-residents in terms of licence fees and hunting season length. However the hunting tourist does make a significant contribution to the local economy and wildlife management techniques must consider the full costs and benefits of non-resident participation in order to optimize benefits to residents of the Planning Region.

Under present policies, the designation of parkland removes land from hunting, thereby reducing harvest opportunities. Harvest and population targets will be affected accordingly.

2. MOOSE

a. Objective

To protect and enhance the moose resource and to provide opportunities for recreation from moose for the continuous social and economic benefit of the people of Ontario.

b. Target

To increase by the year 2000 the net huntable population to 87,147 and the annual harvest to 13,774 (Table 9). This target assumes full implementation of the Ministry's moose management policy approved in 1980 in conjunction with certain assumptions, including no significant increase in the rate of Native moose harvest, and no prolonged periods of above average winter severity.

c. Strategy

The objective will be achieved by:

- co-ordinating moose habitat management with forest management practices, and the planning of other land and water uses, in order to maintain and where necessary, rehabilitate moose resources;

Map 9

Wildlife Management Units

Planning region boundary

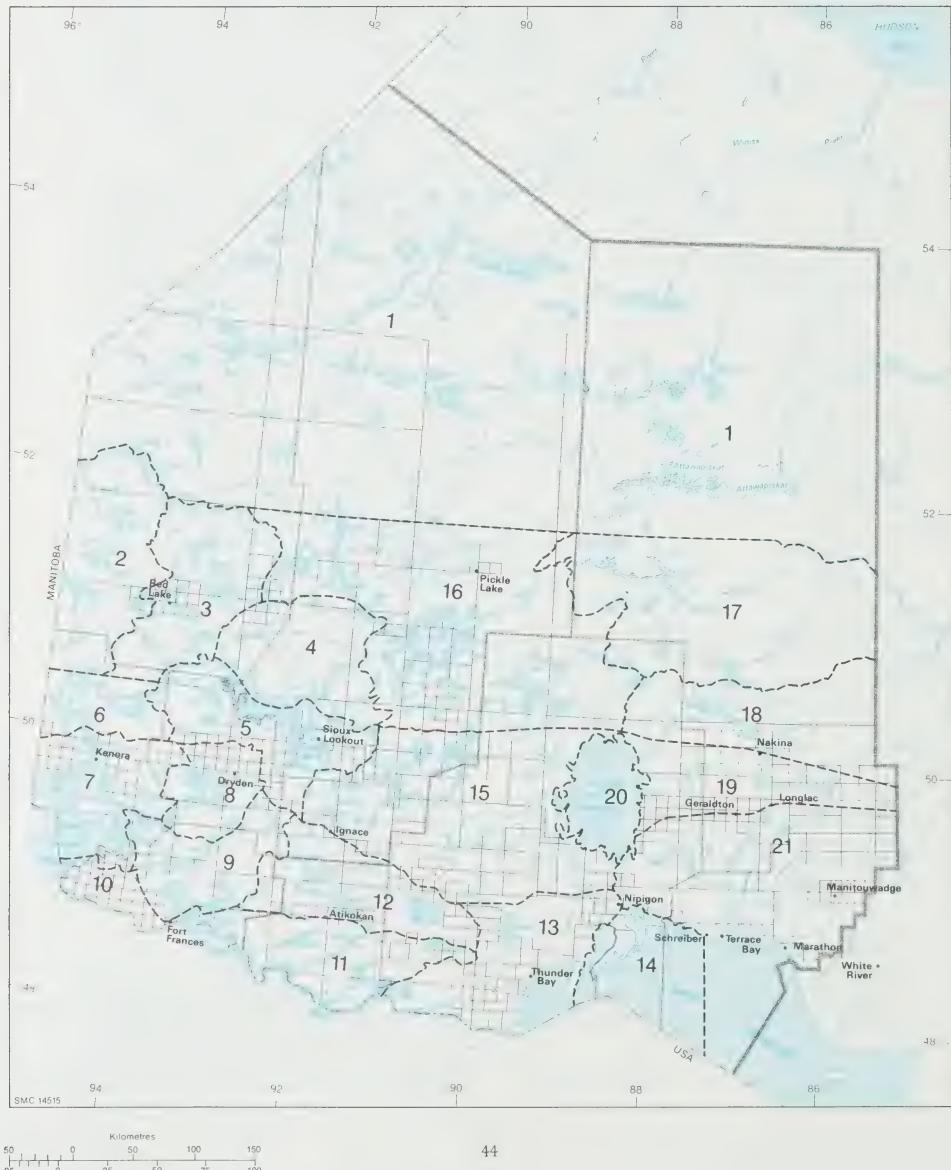
Regional boundary

Regression analysis

Wildlife management unit

boundary
 Wildlife m

15



- exercising control over the moose harvest by the development and enforcement of specific regulations aimed at reducing pressure in key areas, and by the encouragement of hunter education and firearm proficiency tests;
- implementing selective predator control programs in areas where predation is responsible for significantly depressing moose numbers;
- giving special protection to vital habitats such as aquatic feeding areas, mineral licks and winter concentration areas.

d. Discussion

Moose population numbers have been declining in recent years. In order to manage moose on a biologically sound basis, both habitat enhancement and harvest control are required.

Optimum moose habitat involves the provision of a diversity of vegetative types and age classes. In this respect wildfire and logging have generally benefitted moose by allowing new growth of varied types. To achieve good moose habitat, both wildlife

and forestry personnel will be involved in a co-ordinated program of habitat management.

To encourage an increase in population numbers, techniques were introduced in 1980 to reduce the moose harvest. During that year 14,095 resident and 914 non-resident hunters spent a total of 96,000 hunter-days in the North Central Region for a harvest of almost 2,000 moose. The estimated total related expenditures amounted to approximately \$5.5 million.

In the same year in the Northwestern Region 5,600 resident and 1,500 non-resident hunters spent approximately \$3.0 million for a total of 43,000 hunter-days and a harvest of 1,150 moose.

Potential harvest targets for the year 2000 are shown in Tables 9 and 10. It is planned that, with full implementation of moose management policy, moose numbers will be allowed to increase substantially, and the age/sex structure of the herd adjusted, in order to meet the proposed harvest targets on a sustained yield basis.

TABLE 9 MOOSE TARGETS FOR THE YEAR 2000 BY DISTRICT^(a)

| District | Population Density | Population Target | Huntable Population | Harvest Target ^(b) |
|------------------------------------|--------------------|-------------------|---------------------|-------------------------------|
| Atikokan | .39 | 3,641 | 2,267 | 396 |
| Thunder Bay | .39 | 9,860 | 9,848 | 1,717 |
| Nipigon | .30 | 8,195 | 8,043 | 1,316 |
| Geraldton | .11 | 11,665 | 11,665 | 1,634 |
| Terrace Bay | .39 | 4,767 | 4,767 | 832 |
| North Central Region Total | .21 ^(c) | 38,128 | 36,590 | 5,895 |
| Fort Frances | .39 | 2,883 | 2,883 | 502 |
| Kenora | .39 | 4,626 | 4,626 | 807 |
| Red Lake | .26 | 14,935 | 14,935 | 2,353 |
| Sioux Lookout | .20 | 20,445 | 20,445 | 2,880 |
| Ignace | .39 | 3,880 | 3,880 | 676 |
| Dryden | .39 | 3,788 | 3,788 | 661 |
| Northwestern Region Total | .25 ^(c) | 50,557 | 50,557 | 7,879 |
| Northwestern Planning Region Total | .23 ^(c) | 88,685 | 87,147 | 13,774 ^(d) |

Notes

- (a) Since District boundaries do not coincide with Wildlife Management Unit boundaries, differences will occur in the two sets of figures in Tables 9 and 10.
- (b) The harvest rate varies among units, but is close to or less than 18 percent.
- (c) Weighted average.
- (d) Slight discrepancies in data may occur because of "rounding off" figures.

TABLE 10 MOOSE TARGETS FOR THE YEAR 2000
BY WILDLIFE MANAGEMENT UNIT (WMU)

| WMU | Population Density/sq. km. | Population Target | Huntable Population Target | Harvest Target ^(a) |
|-----------------------|----------------------------|-------------------|----------------------------|-------------------------------|
| Part 1 ^(b) | .15 | 14,933 | 14,933 | 1,868 |
| 2 | .39 | 4,575 | 4,575 | 797 |
| 3 | .39 | 4,536 | 4,536 | 791 |
| 4 | .39 | 3,825 | 3,825 | 667 |
| 5 | .39 | 3,340 | 3,340 | 583 |
| 6 | .39 | 1,393 | 1,393 | 243 |
| 7 | .39 | 2,662 | 2,662 | 464 |
| 8 | .39 | 1,748 | 1,748 | 305 |
| 9 | .39 | 2,655 | 2,655 | 463 |
| 10 | .03 | 150 | — | — ^(c) |
| 11 | .39 | 1,607 | 1,607 | 280 |
| QPP ^(d) | .39 | 1,386 | — | — |
| 12 | .39 | 3,592 | 3,592 | 627 |
| 13 | .39 | 4,386 | 4,386 | 765 |
| 14 | .39 | 465 | 465 | 81 |
| 15 | .39 | 9,610 | 9,610 | 1,676 |
| Part 16 | .33 | 4,837 | 4,837 | 725 |
| Part 16 | .15 | 2,840 | 2,840 | 355 |
| Part 17 | .15 | 2,770 | 2,770 | 346 |
| Part 17 | .03 | 266 | 266 | 19 |
| Part 18 | .33 | 2,557 | 2,557 | 384 |
| Part 18 | .15 | 1,650 | 1,650 | 206 |
| 19 | .39 | 4,015 | 4,015 | 700 |
| 20 | .39 | 152 | — | — ^(c) |
| 21 | .39 | 10,337 | 10,337 | 1,803 |
| Total | .27 ^(e) | 90,287 | 88,599 | 14,148 |

Notes

- (a) The harvest rate varies among units, but is close to or less than 18 percent.
- (b) Only part of Unit 1 falls within the Planning Region.
- (c) Units 10 and 20 have no open season.
- (d) QPP — Quetico Provincial Park.
- (e) Weighted average.

3. DEER

a. Objective

To manage deer population consistent with habitat capability, land use and the well-being of the species and to provide opportunities for economic and social benefits from hunting and viewing.

b. Target

To increase the annual deer harvest to 7,690 by the year 2000.

c. Strategy

The objective will be achieved by:

- promoting the maintenance and improvement of deer habitat;

- increasing deer numbers to the capacity of available habitat;
- regulating the harvest in accordance with local conditions;
- directing hunting pressure to those areas capable of sustaining increased demand;
- implementing selective predator control programs in areas where predation is responsible for significantly depressing deer numbers.

d. Discussion

One of the two major deer areas in Ontario lies within the Northwestern Planning Region, extending across the entire southwest portion of the region from the Manitoba border in the west and the United States border in

the south, eastward along the shoreline of Lake Superior as far as Terrace Bay. North of this area and easterly, conditions are generally unsuitable because of harsher winter climates, thus deer are generally absent in that area.

Deer numbers, and deer hunting opportunities, have been declining in recent years as a result of a series of severe winters, range deterioration and predation losses. Based on surveys conducted in 1980 and 1981, the estimated 1981 deer population for the region is 35,000 to 40,000 animals, with the

majority (about 80 percent) occurring in the Fort Frances and Kenora Districts.

In 1980, approximately 1,300 resident and 12 non-resident hunters in the North Central Region took 140 deer, at a total expenditure of about \$346,600. In the same year approximately 3,500 resident and 300 non-resident hunters in the Northwestern Region harvested 877 deer, with expenditures of about \$1,078,000.

Potential harvest targets are shown in Table 11.

TABLE 11 DEER TARGETS FOR THE YEAR 2000 BY DISTRICT

| District | Huntable Population | Target ^(a) |
|------------------------------------|---------------------|-----------------------|
| Atikokan | 3,400 | 340 |
| Thunder Bay | 1,500 | 150 |
| Nipigon | — | — |
| Geraldton | — | — |
| Terrace Bay | 650 | 65 |
| North Central Region Total | 5,550 | 555 |
| Fort Frances | 31,400 | 3,450 |
| Kenora | 30,000 | 3,300 |
| Red Lake | — | — |
| Sioux Lookout | — | — |
| Ignace | — | — |
| Dryden | 3,500 | 385 |
| Northwestern Region Total | 64,900 | 7,135 |
| Northwestern Planning Region Total | 70,450 | 7,690 |

Notes

(a) Targets are based on a 10 percent harvest rate in the North Central Region, and 11 percent in the Northwestern Region.

Deer numbers may fluctuate widely in response to winter severity factors and range conditions. It is estimated that the numbers could double under the optimum conditions of a succession of winters of below average snowfall and severity in conjunction with improved range conditions following modified logging and possible wildfire. By contrast, unfavourable climatic or range conditions will reduce deer numbers dramatically.

Further research into the impact of habitat conditions, harvest pressures and the effects of predation on deer population dynamics will provide an improved knowledge base on which to develop future management plans.

4. BLACK BEAR

a. Objective

To manage black bear population consistent with habitat capability, land-use and the well-being of the species, and to provide opportunities for economic and social benefits from hunting and viewing.

b. Target

To increase the annual bear harvest to 2,814.

c. Strategy

The objective will be achieved by:

- developing appropriate management practices which sustain or increase bear populations;

- promoting black bear as a desirable big game resource;
- increasing research into bear population dynamics and habitat needs;
- attempting to minimize bear nuisance problems.

d. Discussion

Bear hunting is carried out in both spring and fall, thus additional recreational and economic opportunities can be generated by the promotion of bear hunting.

At present most of the bear harvest in the Northwestern Planning Region is taken by non-residents, representing a significant source of external revenue in the region. In 1981 a total of 1,547 non-resident bear licences and 439 resident licences were sold in the North Central Region,

along with a total of 3,380 non-resident and 468 resident licences in the Northwestern Region.

The 1981 bear harvest by non-resident hunters amounted to 498 in the North Central Region, while that of the Northwestern Region was 826. Figures for the resident hunter harvest are not available.

Until recently black bear have been regarded as an underutilized big game resource, although overexploitation in specific areas may be occurring. Black bear are sensitive to hunting pressure because of their low productivity rates. The introduction in 1979 of a separate bear licence should provide a more accurate assessment of hunter numbers, but an improved system of monitoring the current hunting impact is also required.

TABLE 12 THEORETICAL BEAR TARGETS FOR THE YEAR 2000
BY DISTRICT

| District | Expected Population Density/sq. km. | Expected Huntable Population | Potential Harvest Target ^(a) |
|------------------------------------|-------------------------------------|------------------------------|---|
| Atikokan | .20 | 1,086 | 109 |
| Thunder Bay | .20 | 4,898 | 490 |
| Nipigon | .15 | 4,166 | 417 |
| Geraldton | .10 | 3,343 | 334 |
| Terrace Bay | .125 | 1,538 | 154 |
| North Central Region Total | .147 ^(b) | 15,031 | 1,504 |
| Fort Frances | .20 | 2,013 | 201 |
| Kenora | .18 | 2,114 | 211 |
| Red Lake | .04 | 2,578 | 258 |
| Sioux Lookout | .02 | 2,479 | 248 |
| Ignace | .20 | 1,985 | 198 |
| Dryden | .20 | 1,939 | 194 |
| Northwestern Region Total | .06 ^(b) | 13,108 | 1,310 |
| Northwestern Planning Region Total | .09 ^(b) | 28,139 | 2,814 |

Notes

(a) Based on a 10 percent annual harvest rate.

(b) Weighted average.

District targets for black bear were not previously assigned. Table 12 indicates theoretical targets based on current population estimates, at a harvest rate of ten percent. These may be refined with further testing.

5. CARIBOU

a. Objective

To manage caribou for the conservation and maintenance of the species and its habitat.

b. Strategy

The objective will be achieved by:

- identifying and protecting caribou habitat;
- developing management principles under which harvesting could be conducted on a sustained yield basis.

c. Discussion

Within the Northwestern Planning Region woodland caribou are found in the Districts of Red Lake, Sioux Lookout, Geraldton and in portions of Nipigon and Terrace Bay Districts.

In the West Patricia Planning Area the caribou population is considered to be stable but low in number. Recent surveys in that area estimate the population to be about 3,000⁽³⁾. Over the balance of the Northwestern Planning Region an additional 1,000 to 2,000 caribou are believed to exist in scattered herds. Population surveys suggest as many as 200 caribou may live on the Slate Islands, 40 on Pic Island in Lake Superior, and about 100 on the Lake Nipigon Islands.

Despite the fact that the hunting of caribou by other than Native people has been banned since 1929, there appears to have been little appreciable increase in herd numbers. At present there does not appear to be a harvestable surplus over and above those taken by Treaty Indians.

Woodland caribou prefer mature forest communities, especially those supporting abundant ground and/or arboreal lichen growth. Since timber harvesting changes old stands to young successional stands and eliminates lichens, these areas no longer support woodland caribou. Forest fires, encroachment of settlement and road access contribute further to environmental changes. Recent evidence suggests that subsistence hunting by Indians, disease and predation are also factors in keeping numbers low.

Within the planning area, Brousseau⁽⁴⁾ has documented the recent disappearance of approximately 40-60 caribou from the Cliff Lake area in Dryden District after the area was subjected to disturbance from a new access road and nearby logging operations.

If the numbers of caribou are to be sustained then management programs must be formulated which will identify and protect caribou populations through protection from logging or by modified timber harvesting. Those populations of regional significance — for example, Irregular Lake, Cat Lake, Slate Islands, Lake Nipigon-Armstrong and Whitewater area groups — require priority consideration.

6. SMALL GAME AND WATERFOWL

a. Objective

To meet the demand for hunting and viewing opportunities for waterfowl and small game and to increase the opportunities for recreational, economic and cultural benefits from waterfowl and small game resources.

b. Strategy

The objective will be achieved by:

- maintaining the resource base;
- developing improved information systems regarding population numbers;
- carrying out habitat improvement programs designated to maintain and enhance population.

c. Discussion

Estimates for the Planning Region suggest about 21,200 resident hunters and 2,700 non-resident hunters spent a total of approximately 222,200 recreation days in small game and waterfowl hunting in the 1979/80 season. Harvest figures for the period are estimated at 22,500 for small game and 70,100 for waterfowl. There does not appear to be any decline in hunter numbers or hunting opportunities from previous years.

(i) Small Game Small game hunting represents a high percentage of total hunter occasions in the Planning Region, with associated benefits both for local people and the tourist industry. The most favoured game species in the Region is ruffed grouse, but spruce grouse, sharptail grouse, woodcock, and snowshoe hare are also taken.

Because small game populations fluctuate normally from year to year, accurate assessments of population numbers are difficult to achieve. However, it does seem that the Planning Region enjoys a relative abundance of small game resources. It is felt that a modest increase in harvest is feasible.

(ii) Waterfowl Migratory Game Bird hunting in the North Central Region may be classed as marginal. Some localized areas produce fair hunting in some years, depending on fall weather conditions. The Northwestern Region, because of its closer proximity to the Central Flyway, provides fair to good hunting in most years.

Waterfowl species which summer in the Planning Region include blue and green wing teal, mallard, black duck, goldeneye, lesser scaup, pintail and wood duck, and Canada geese.

7. RARE AND ENDANGERED SPECIES

a. Objective

To protect rare and endangered species of migratory non-game species (birds) and other non-game wildlife, as specified in The Endangered Species Act (1971). The Migratory Birds Convention Act (1970), and The Game and Fish Act (1980).

b. Strategy

The objective will be achieved by:

- identifying and protecting rare, threatened and endangered species and their habitat;
- maintaining and/or managing habitat for non-game species if such action is warranted.

c. Discussion

Bald Eagles, White Pelicans and Piping Plovers, for

example, are species legally protected by The Endangered Species Act because they have suffered declines over much of North America. A very important portion of an adult bird's life centres around the nesting territory, consequently these species need protection of nesting habitat and freedom from disturbance during the breeding period.

Many species of non-game animals inhabit the Planning Area. Since most of these species are protected by law (Migratory Bird Convention Act, Game and Fish Act) they are not exploited and therefore require little direct management effort. Ospreys and Great Blue Herons are two species, not protected as endangered species, which are sensitive to certain types of disturbance and do require specific management.

Notes

- (1) *The concept refers to the maximum level of resource harvest which can be sustained on a long-term basis without causing detrimental effects on the resource base. Sometimes referred to as "sustained yield".*
- (2) *See Commercial Fur Section III G.*
- (3) *Hamilton, G.D. West Patricia Land Use Plan. Wildlife Technical Report No. 4. Ontario, Ministry of Natural Resources. 1978.*
- (4) *Brousseau, C.S. Trends in the Woodland Caribou (Rangifer tarandus) population in the Cliff Lake area of the Dryden District 1972-1978. Dryden District Report. Ontario, Ministry of Natural Resources. 1978.*

G: commercial fur

a. Objective

To promote the full utilization of the fur bearer resource consistent with humane trapping practices, the maintenance of healthy populations and species diversity, and to maximize the social and economic returns from this renewable resource.

b. Target

For beaver the target is 103,190 pelts. In most cases District beaver targets represent the capability of the land to produce beaver.

The target is tested for beaver only. This species is being used as an indicator of the potential to produce other fur-bearing species. An effort will be made to increase other fur bearers to the

capability of the land.

c. Land Requirements

Trapping occurs in most areas throughout the Planning Region.

d. Strategy

The objective will be achieved by:

- managing the fur resources on a sustained yield basis through the control of harvest, and management of fur bearer habitat;
- encouraging increased efficiency among trappers.

e. Discussion

The most significant fur bearers in the Region in terms of their economic return are beaver, marten, lynx, otter and fisher. The value of the Planning Region's 1981 fur harvest from beaver alone was \$1.89 million. The value produced from other fur bearers for the same period was about \$2.5 million. The social and economic benefits of trapping are especially significant in Northern Indian settlements.

The production of certain furs, such as beaver, has reached an optimum limit in some areas and any further exploitation would reduce population numbers below an acceptable level. This is particularly true south of 50°N. Consequently, the major part of the harvest increase will be required to come from areas north of 50°N., primarily in the Districts of Red Lake, Sioux Lookout and Geraldton, in those areas presently being underharvested. A major constraint in these more northerly areas is access and travel costs.

The present beaver harvest in the Planning Region

is below the permitted quota, thus trappers will be encouraged by the Ministry to use the trapline resources more fully in keeping with permitted quotas. Preference will be given to those trappers who wish to harvest fully the resources available.

The variety and quantity of fur bearing species is greatly affected by an alteration in preferred habitat. By altering wildlife habitat, forestry operations may impact upon the fur harvest and the ability to meet the stated target. To overcome this problem, timber harvesting plans are reviewed and modified to enhance habitat and where possible to reduce impacts.

Trapping in provincial parks in general is not a permitted use, but may be permitted in certain parks if it is consistent with the park Master Plan. In those cases where trapping is not permitted, it is intended that existing rights be phased out in a manner least harmful to the economic well-being of existing trappers indigenous to the area.

TABLE 13 BEAVER TARGETS FOR THE YEAR 2000 BY DISTRICT

| District | Harvest ^(a) (1976-81 average) | Capability | Target |
|---------------------------------------|--|------------|-----------------------|
| Atikokan | 2,822 | 4,553 | 4,553 |
| Thunder Bay | 3,968 | 7,974 | 7,974 |
| Nipigon | 2,086 | 3,542 | 3,542 |
| Geraldton | 7,191 | 28,710 | 20,000 ^(b) |
| Terrace Bay | 1,041 | 4,585 | 4,585 |
| North Central Region Total | 17,108 | 49,364 | 40,654 |
| Fort Frances | 4,952 | 4,921 | 4,921 ^(c) |
| Kenora | 4,312 | 7,874 | 7,874 |
| Red Lake | 6,557 | 19,039 | 19,039 |
| Sioux Lookout | 14,225 | 25,222 | 25,222 |
| Ignace | 976 | 1,800 | 1,800 |
| Dryden | 2,115 | 3,159 | 3,159 |
| Northwestern Region Total | 33,137 | 62,015 | 62,015 |
| Northwestern Planning Region Total | 50,245 | 111,379 | 102,609 |

Notes

- (a) Harvest figures include beaver pelts taken from Crown land, private land and Indian Reserves.
- (b) It was not considered feasible to harvest the total capability in Geraldton District because of inaccessibility, thus full capability was not assigned as the target.
- (c) The target for Fort Frances is based on registered traplines only.

H: fisheries

The fisheries resource is managed for both recreational and commercial uses.

1. GENERAL

a. Broad Objective

To protect, rehabilitate, enhance and maintain Ontario's fish communities and their environment to provide an optimum contribution of fish, fishing opportunities and associated benefits to society.

b. Strategy

The policy will be achieved by:

- using available knowledge to the fullest to manage fisheries more effectively and reduce conflicting uses of the environment;
- maintaining and where necessary, rehabilitating aquatic environments;
- preventing overfishing by monitoring fish communities for signs of stress and adjusting permitted harvests accordingly;
- allocating fish resources where there are competing users to provide the optimum mix of benefits and to maintain healthy balanced fish populations;
- developing an expanded knowledge base through the collection and analysis of resource inventory surveys, and by monitoring the impact of experimental management programs;
- encouraging public awareness of the issues involved in fisheries management and developing mechanisms for public involvement in management decision-making;
- enforcing current fisheries regulations consistently, equitably and effectively.

c. Discussion

The fisheries resource provides a number of benefits to society, including the provision of food, employment, recreational opportunities and nature appreciation. In recent years, however, this resource has come under stress as a result of a combination of factors which include pollution, overfishing, the invasion of new species, an inadequate knowledge base and a general lack of public awareness of the

problems. Based on the recommendations of the Federal-Provincial project for Strategic Planning for Ontario Fisheries (SPOF), management options are being developed to redress the decline in fish stocks and fishing opportunities and to restore the quality of the aquatic environment.

2. SPORT FISHING POLICY

a. Objective

To meet the demand for sport fishing consistent with the limits of an optimum sustainable yield.

b. Target

To meet the anticipated angling demand in the year 2000 of 3.8 million angler-days, at an angler satisfaction level of 1 or 2 kg per angler day; or 6.8 million kilograms of fish (see Table 14).

c. Strategy

The objective will be achieved by:

- promoting greater utilization of fish species presently considered less desirable;
- encouraging a redirection of angler demand to waters capable of sustaining additional recreational fishing;
- increasing the availability of sport fish through species introduction to barren waters, stocking of hatchery fish, etcetera.

d. Discussion

Across the Northwestern Planning Region walleye, northern pike and lake trout are the most important species. Brook trout, rainbow trout, smelt and salmon are more common in the North Central Region, whereas muskellunge are found only in the Northwestern Region. Smallmouth bass, whitefish, crappies and perch are locally important in certain areas.

Sport fishing in Northwestern Ontario is a major recreational activity for both residents and tourists. American tourists are particularly attracted by the fishing opportunities. In 1970 non-resident angler expenditure was approximately \$45.2 million, while residents generated approximately \$13.8 million⁽¹⁾.

Fisheries in the Planning Region provided 3.2 million angler-days in 1980, with non-residents accounting for 2 million angler-days, and the remaining 1.2 million being taken up by resident anglers. Non-resident angling is more significant in the Northwestern Region where 79 percent of the 1980 fishing opportunities were taken up by non-Ontario residents. By contrast the corresponding figure for the North Central Region is 34 percent⁽²⁾.

Increasing pressure is being placed on the fisheries' resources which are most readily accessible to population centres. Table 14 indicates the noticeably higher demand in the Thunder Bay, Kenora, Dryden, Ignace and Fort Frances Districts compared to others. Where high resident demand is coupled with low capability, as in Thunder Bay District, efforts will be made to meet angler demand by intensive management practices such as rehabilitation of existing fish habitat and the introduction of fish stocks into barren waters. Further, the use of species presently under-utilized will be encouraged.

In Districts of high non-resident demand, more restrictive regulations on harvests in accessible areas may be necessary to preserve the quality standard. Also, efforts will be made to direct angler demand to those areas capable of sustaining additional pressure, such as Geraldton, Nipigon, Sioux Lookout and Red Lake.

Walleye is the most popular sport fish in Northwestern Ontario waters. Increased production of this species will be sought through habitat protection and rehabilitation where necessary and by intensified management of spawning areas. Trout, salmon, whitefish, pike, bass, perch and muskellunge will also be managed to maintain their contribution to the sport fishery. Lake trout is a highly prized game fish and will receive special consideration (See following section).

Maintenance of the present quality of Northwestern Ontario fisheries can only be achieved by:

- Preventing overharvesting in order to maintain brood stock;
- protecting fisheries habitat from the impairment of spawning beds through sedimentation or the reduction in oxygen levels by nutrient loading or organic matter deposition;
- Monitoring water quality for possible pollution from acid rain and other contaminants.

Management options include:

- use of access as a management tool;
- modified timber cutting to prevent fisheries habitat degradation;
- fish harvest regulations;
- the establishment of allocation priorities.

TABLE 14 FISH TARGETS FOR THE YEAR 2000 BY DISTRICT

| | Potential Yield ('000 kg) | | Demand ('000 Angler-days) | | Yield Target ('000 kg) | | Quality Standard Target (kg/angler-day) |
|----------------------------|------------------------------|----------------------|------------------------------|---------------------|---------------------------|----------------------|--|
| | All fish | Preferred Sport Fish | 1980 ^(a) | 2001 ^(b) | Commercial Fish | Sport Fish | |
| Atikokan | 486 | 279 | 104 | 120 | 12 | 240 | 2 |
| Thunder Bay | 2,458 ^(c,d) | 585 | 642 | 700 | 1,601 ^(d) | 700 | 1 |
| Nipigon | 1,920 ^(e) | 800 | 173 | 200 | 720 | 400 | 2 |
| Geraldton | 5,935 | 3,722 | 187 | 210 | 487 | 420 | 2 |
| Terrace Bay | 1,092 ^(f) | 412 | 83 | 100 | 535 | 100 | 1 |
| North Central Region Total | 11,891 | 5,798 | 1,189 | 1,330 | 3,055 | 1,860 | - |
| Fort Frances | 685 | 403 | 444 | 543 | 273 | 403 | 2 |
| Kenora | 1,761 | 1,039 | 683 | 823 | 1,017 | 1,039 ^(g) | 2 |
| Red Lake | 1,963 | 1,151 | 242 | 291 | 554 | 930 | 2 |
| Sioux Lookout | 4,329 | 2,672 | 211 | 247 | 679 | 1,801 | 2 |
| Ignace | 560 | 319 | 170 | 198 | 65 | 319 | 2 |
| Dryden | 760 | 444 | 303 | 366 | 138 | 444 | 2 |
| Northwestern Region Total | 10,058 | 6,028 | 2,053 | 2,468 | 2,726 | 4,936 | - |

TABLE 14 FISH TARGETS FOR THE YEAR 2000 BY DISTRICT
cont'd

| | Potential Yield ('000 kg) | | Demand ('000 Angler-days) | | Yield Target ('000 kg) | | Quality Standard Target (kg/angler-day) |
|--|------------------------------|-------------------------|------------------------------|---------------------|---------------------------|---------------|--|
| | All fish | Preferred Sport Fish | 1980 ^(a) | 2001 ^(b) | Commercial Fish | Sport Fish | |
| Northwestern Planning Region Total | 21,949 | 11,826 | 3,242 | 3,798 | 6,081 | 6,796 | - |

Notes

- (a) *Federal-Provincial Angler Survey, 1980.*
- (b) *Based on trends established in Hough, Stansbury and Associates Limited, Crown Land Recreation Study, Phase 2 (1979), prepared for the Ontario Ministry of Natural Resources.*
- (c) *Includes Lake Superior (1,567,000 kg); Inland (891,000kg).*
- (d) *Includes 1,292,000 kilograms herring migrating into Thunder Bay and Black Bay from total Lake Superior waters in fall to spawn.*
- (e) *Includes Lake Nipigon (816,000 kg); Lake Superior (322,000 kg); Inland (782,000 kg).*
- (f) *Includes Lake Superior (811,000 kg); inland (218,000 kg).*
- (g) *The target for both commercial fish and sport fish in Kenora are optimum, single factor levels. The determination of which use will have priority in the allocation of the resource will be resolved at the District planning level when both targets will be adjusted accordingly to reflect the potential yield for all fish.*

3. LAKE TROUT

a. Objective

To provide for the maintenance, protection and enhancement of lake trout populations, and to provide recreational angling opportunities to the general public for this species, based on an optimum sustainable yield.

b. Target

To produce 0.25 - 0.75 kilograms of lake trout per hectare per year from all lake trout waters.

c. Strategy

The objectives will be achieved by:

- identifying and designating lake trout lakes;
- developing management guidelines to protect significant lake trout populations through habitat protection measures and fish harvest controls;
- monitoring lake trout lakes for possible stress due to acid rain or other contaminants;
- rehabilitating degraded lake trout fisheries.

d. Discussion

There are approximately 2,000 lake trout lakes in the Province, accounting for one sixth of the known world supply. The Planning Region has over 800 lake trout lakes representing about 40 percent of the Provincial supply. However, lake trout stocks in the Region have declined alarmingly in recent years, largely due to proliferation of access.

Lake trout are a slow growing, late maturing species highly susceptible to overexploitation. The typical lake trout habitat of cold, clear, well oxygenated water is ecologically fragile, and care must be taken to avoid impacts which would detrimentally affect water quality.

Lake trout lakes in the Planning Region are evaluated and classified for management purposes according to the level of protection required.

Management options to protect the resource include:

- harvest controls; and
- habitat protection, including the use of control over access and the establishment of shoreline reserves.

4. COMMERCIAL FISH

a. Objective

To encourage the harvest of commercial fish when it is biologically and economically feasible.

b. Target

- (i) To produce by the year 2,000, 6.08 million kilograms of commercial fish (See Table 14). Any increase can only be achieved through the harvest of unexploited or lightly exploited commercial species.
- (ii) To encourage the bait fish industry to meet the demands through natural and artificial culture.

c. Strategy

The objective will be achieved by:

- setting regulations and quotas to promote a sustained yield of commercial fish species from commercially fished waters;
- encouraging commercial fishermen to utilize their quotas fully;
- encouraging the harvest of species presently underutilized.

d. Discussion

In 1979, Northwestern Ontario's commercial fishery landed about 3.4 million kilograms of fish. The rehabilitation of the Lake Superior fishery is expected to bring about significant improvements in these landings, however any major increase in commercial fishing will be contingent upon greater use of presently underutilized species such as whitefish and herring.

The value of Northwestern Ontario's fish landings was approximately \$3.2 million in 1979. Additional economic benefits accrue through associated activities such as fish processing and boat construction. Furthermore, the commercial fish industry is of crucial significance in many Indian communities in the north. Thus in terms of local and regional economies the industry makes a significant contribution.

In addition, the commercial fish industry contributes to good fisheries management in two ways:

- it enhances fish community stability through balanced harvesting;
- the documentation of harvests and other pertinent catch and effort statistics by commercial fishermen is a major source of information, improving the understanding of fish population dynamics and hence contributing to fisheries management.

Notes

(1) Cox, E. T. and Straight, W. J. *Ontario Angling: Facts and Figures*. Prepared for the Ontario Ministry of Natural Resources. 1976.

(2) Federal-Provincial Angler Survey. 1980.

I: wild rice

a. Broad Objective

To provide sustained optimum social and economic benefits to the people of Ontario by stimulating the use and management of wild rice, recognizing its traditional significance and potential economic benefits to native people.

productive areas for cultivating wild rice and to enhance quality and yields, particularly in natural waters.

(iv) To stabilize annual production.

(v) To improve the overall economic return to harvesters, processors, marketers and others involved in the wild rice industry.

c. Target

To increase the average annual harvest of wild rice from the present level of 339,700 kilograms to 1,027,700 kilograms by the year 2000.

d. Land/Water Requirements

Present production of wild rice in Ontario is

(iii) To provide opportunities to increase the

TABLE 15 WILD RICE TARGETS FOR THE YEAR 2000 BY DISTRICT

| District | Target (kg/yr) |
|------------------------------------|----------------|
| Atikokan | 1,100 |
| Thunder Bay | 15,600 |
| Nipigon | 2,400 |
| Geraldton | 4,600 |
| Terrace Bay | 1,000 |
| North Central Region Total | 24,700 |
| Fort Frances | 160,000 |
| Kenora | 500,000 |
| Red Lake | 44,000 |
| Sioux Lookout | 143,000 |
| Ignace | 41,000 |
| Dryden | 115,000 |
| Northwestern Region Total | 1,003,000 |
| Northwestern Planning Region Total | 1,027,700 |

Notes

(1) "Green" rice refers to rice harvested from the plant before being dried and processed.
 (2) Available rice refers to the total undamaged wild rice produced in plants.

entirely from natural waterbodies, although the resource can also be grown on land using man-made paddies. Considerable scope exists for the expansion of wild rice production but the total potential in the Planning Region will only be known after exploring the suitability of all existing waterbodies and the possibilities of developing wild rice paddies.

e. Strategy

The objective will be achieved by:

- allocating Crown land for wild rice production in order that:
 - i) the commonly harvested areas of the Indian people are reserved for them (see Discussion section regarding the moratorium on non-Treaty Indian licences, in effect until 1983);
 - ii) opportunities for commercial use of the wild rice crop are optimized;
 - iii) personal use and recreational needs of residents are met;
 - iv) research requirements are met.
- encouraging the establishment of wild rice in areas of the Province where conditions are suitable and where it can be done without inappropriate conflict with other uses of lands and waterways;
- protecting wild rice habitat in order to sustain a future production;
- supporting further research and educational programs, and providing technical advice for the benefit of the wild rice industry in Ontario;
- encouraging the use of improved methods of cultivation and harvesting of wild rice in order to increase the yield per unit area, at the same time respecting the cultural significance to native people of traditional wild rice harvesting methods;
- encouraging the processing of "green rice"⁽¹⁾ within Canada.

f. Discussion

Based on an average price of \$3.22 per kilogram for green wild rice over the five year period (1976-80), the harvest value to the primary producers alone has been about \$1,094,000 per year. Further benefits accrue in the processing and distribution of the resources.

The total wild rice area and average yield per unit area in the Planning Region are 10,011 hectares and 39.0 kilograms per hectare respectively. Wild rice production could be increased by either one or both of the following ways:

- increasing the total area, by additional planting of wild rice;
- increasing the yield per unit area through improved methods of cultivation, including the use of mechanical harvesters where appropriate.

The target of 1,027,700 kilograms can be achieved from the existing stands of wild rice with a Regional five year average harvest of about ten percent of the total available rice⁽²⁾. Any increase in wild rice area as a result of additional planting of wild rice would allow a reduction in the percent harvest required to meet the target.

The proposed target appears quite realistic in view of:

- current interest in wild rice production;
- average harvesting efficiency of mechanical harvesters (up to 2.5 times the amount from traditional methods); and

- potential developments in the wild rice industry and improvements in the methods of cultivation during the next 20 years.

Wild rice production varies considerably from year to year. Water level fluctuations in large waterbodies such as the Lake of the Woods and Rainy Lake are one of the major factors influencing the total available crop. Actual harvesting of the crop, on the other hand, is largely affected by weather conditions as well as the method and intensity of harvesting wild rice.

Wild rice habitat in general is quite sensitive. Any degradation of the fresh water bodies either by acid rain or other industrial contaminants would become a major threat to the wild rice industry in the Planning Region.

The management of the wild rice resource on Crown lands is the responsibility of the Province. Under the present five year moratorium placed in 1978, additional licences for the commercial harvesting of wild rice are issued only to Treaty Indians. Issues of Indian rights to harvest wild rice and wild rice development policy to ensure a viable industry are being considered through a Tripartite process which includes representatives from the Federal and Provincial governments, and the Indian people. The results of their discussions may bring about some changes in the wild rice policy and provide future direction for wild rice production in Ontario.

It has been the purpose of this plan (see Introduction):

- to present an overview of the resource base of the Planning Region, and related Ministry programs;
- to reflect the input of public consultation in the strategic planning process;
- to provide a clear statement of Ministry policy for resource management;
- to assign a set of tentative targets for the Districts;
- to identify broadly defined, land use designations.

The Plan has been revised to incorporate the suggestions made in public review of the draft Strategic Land Use Plan.

The Framework Map (Map 10) provides a conceptual land use plan, indicating where the major land uses - residential, agricultural and parkland - will occur. It is evident that the majority of the Planning Region will remain available for the achievement of Ministry resource management programs. Furthermore, not all the proposed

candidate parks shown on the map may be designated as parks. Table 16 summarizes the areal extent of major land uses by District.

Preceding sections have discussed Ministry programs, and identified both policies and associated targets for these programs to the year 2000. The targets represent a tentative allocation to the Districts and may be refined as a result of further testing during district land use planning. Table 17 provides a synopsis of District targets resulting from the strategic planning process.

Together the above components of the Strategic Land Use Plan provide direction in the preparation of District Land Use Plans. For each District, appropriate land and water areas necessary to achieve the various program objectives and targets will be identified, and optional plans developed. After public consultation and Ministry evaluation, a final plan will be prepared which will maximize objectives while minimizing land use conflicts within the District. The approved District Land Use Plan will then provide, for the District, overall guidance for the operation of the resource management programs of the Ministry of Natural Resources.

TABLE 16 TOTAL LAND AND WATER AREA BY REGION AND DISTRICT; AND LAND AND WATER AREA IN RESIDENTIAL DEVELOPMENT AREAS, AGRICULTURE, AND PARKS (sq. km.)

| District | A R E A | | Residential ^(a) Development Areas (Map 3) | | Agriculture (Map 5) | | Existing and Candidate Parks ^(c) (Map 8) |
|------------------------------------|---------|--------|--|-------|---------------------|---------------------|---|
| | Land | Water | Total | Land | Water | High ^(b) | |
| Atikokan | 8,875 | 2,446 | 11,321 | 387 | 36 | — | 5,027 |
| Thunder Bay | 24,018 | 7,137 | 31,155 | 2,463 | 850 | 878 | 814 |
| Nipigon | 24,788 | 12,536 | 37,324 | 351 | 18 | 92 | — |
| Geraldton | 99,552 | 10,523 | 110,075 | 1,075 | 18 | — | — |
| Terrace Bay | 12,653 | 10,215 | 22,888 | 786 | 2,117 | — | — |
| North Central Region Total | 169,906 | 42,857 | 212,763 | 5,062 | 3,039 | 970 | 814 |
| Fort Frances | 9,777 | 2,317 | 12,094 | 1,812 | 192 | 899 | 297 |
| Kenora | 12,155 | 4,839 | 17,034 | 684 | 154 | 1,114 | 210 |
| Red Lake | 53,633 | 10,552 | 64,205 | 609 | 138 | — | 72 |
| Sioux Lookout | 86,988 | 25,110 | 112,098 | 1,224 | 77 | — | 26 |
| Ignace | 9,149 | 1,966 | 11,115 | 77 | 13 | — | 210 |
| Dryden | 9,540 | 2,105 | 11,645 | 402 | 100 | 1,180 | 151 |
| Northwestern Region Total | 181,302 | 46,889 | 228,191 | 4,308 | 674 | 3,193 | 966 |
| Northwestern Planning Region Total | 351,208 | 89,746 | 440,954 | 9,870 | 3,713 | 4,163 | 1,780 |

Notes

(a) includes Indian Reserves

(b) High = Class 1, 2, 3

Moderate = Class 4

(c) Only preferred options are included.

TABLE 17 SUMMARY OF DISTRICT TARGETS(a)

| TARGETS | | | | | | | | |
|--|---------------------|----------------------|------------------------|-------------------------|------------------------------------|-------|---------------------|-------------|
| District | Land Area (sq. km.) | Water Area (sq. km.) | Wild Rice ('000 kg/yr) | Commercial Fur (Beaver) | Con. Forestry (NM m ³) | Hwd | Com. Fish ('000 kg) | Sport Moose |
| Atikokan | 8,875 | 2,446 | 1.1 | 4,553 | 280 | 100 | 240 | 396 |
| Thunder Bay | 24,018 | 7,137 | 15.6 | 7,974 | 1,250 | 300 | 1,601 | 109 |
| Nipigon | 24,788 | 12,536 | 2.4 | 3,542 | 830 | 200 | 720 | 150 |
| Geraldton | 99,552 | 10,523 | 4.6 | 20,000 | 2,050 | 200 | 487 | 1,717 |
| Terrace Bay | 12,673 | 10,215 | 1.0 | 4,585 | 700 | 300 | 535 | 400 |
| North Central Region Total | 165,906 | 42,857 | 24.7 | 40,654 | 5,110 | 1,100 | 3,355 | 1,316 |
| Fort Frances | 9,777 | 2,317 | 160 | 4,921 | 380 | 50 | 273 | 403 |
| Kenora | 12,195 | 4,839 | 500 | 7,874 | 310 | — | 1,017 | 807 |
| Red Lake | 53,653 | 10,552 | 44 | 19,039 | 1,140 | — | 554 | 930 |
| Sioux Lookout | 86,988 | 25,110 | 143 | 25,222 | 2,120 | — | 679 | 1,801 |
| Ignace | 9,149 | 1,966 | 41 | 1,800 | 810 | — | 65 | 2,880 |
| Dryden | 9,540 | 2,105 | 115 | 3,159 | 530 | 50 | 138 | 676 |
| Northwestern Region Total | 181,302 | 46,889 | 1,003 | 62,015 | 5,290 | 100 | 2,726 | 4,936 |
| Northwestern Planning Region Total | 351,208 | 89,746 | 1,027.7 | 102,609 | 10,400 | 1,200 | 6,081 | 13,774 |
| <i>Notes</i> | | | | | | | | |
| (a) See continuation of Table 17 for Summary of Parks Targets by District. | | | | | | | | |

TABLE 17 SUMMARY OF DISTRICT TARGETS
(Cont'd)

| District | Existing and Candidate Park Areas by District and Class ^(b) (ha) | | | | Nature Reserves | Recreation | Historical |
|------------------------------------|---|-----------|---------------------|---------|-----------------|------------|------------|
| | Wilderness | Waterway | Natural Environment | | | | |
| Atikokan | 475,783 | 2,600 | 24,284 | — | — | — | — |
| Thunder Bay | — | 13,299 | 31,445 | 28,297 | 445 | — | — |
| Nipigon | 521,100 ^(c) | 7,125 | 1,458 | 28,778 | — | — | — |
| Geraldton | — | 584,585 | — | 74,943 | 74 | — | — |
| Terrace Bay | — | 9,991 | 3,445 | 6,558 | 575 | — | — |
| North Central Region Total | 996,883 | 617,600 | 60,629 | 138,576 | 1,094 | — | — |
| Fort Frances | — | 15,200 | 1,986 | 10,001 | 100 | — | — |
| Kenora | 10,400 | — | 11,800 | — | 190 | — | — |
| Red Lake | 904,850 | 130,350 | 19,550 | 136,350 | — | — | — |
| Sioux Lookout | 25,900 | 461,200 | 12,733 | 585,510 | — | — | — |
| Ignace | — | 63,800 | 3,159 | 3,350 | — | — | — |
| Dryden | — | 1,400 | 41,400 | 9,600 | 354 | 1,400 | — |
| Northwestern Region Total | 941,150 | 671,950 | 90,628 | 744,811 | 644 | 1,400 | — |
| Northwestern Planning Region Total | 1,938,033 | 1,289,550 | 151,257 | 883,387 | 1,738 | 1,400 | — |

Notes (b) Only preferred options are included.

(c) This figure is subject to change following the development of options during district land use planning.

A: implementation

This document will guide the Ministry of Natural Resources' programs to the year 2000. As such, subsequent land use plans and resource management plans of the Ministry in Northwestern Ontario will conform to this plan.

The actual implementation of this plan will be staged over a 20 year period to the year 2000. The development of any particular land use will be dependent upon a variety of factors including:

- the realization of predicted demand;
- the termination of present interim land uses and;
- the allocation of funds by the Ontario Government.

The implementation of this plan will be achieved by one or more of the following means:

- preparing individual District Land Use Plans;
- zoning Crown lands under the Public Lands Act (Section 12) for various land uses and implementing these uses through ongoing Ministry programs;
- influencing the use of private lands through the Planning Act by recommending natural resource uses;
- implementing Section 13 Orders under the Public Lands Act when required within unorganized townships;
- monitoring the activities of other government agencies and the private sector to ensure that the intent of the Ministry's legislative mandates, policies and programs are adhered to.

B: review

This Strategic Land Use Plan will be reviewed by the Ministry of Natural Resources every five years.

In addition, it may be reviewed in response to specific new Provincial land use policies and major development proposals. Reviews may also be initiated by the public upon application to the appropriate Regional Director.

Prior to making any amendment to the policies

contained in this Plan, the Ministry of Natural Resources will seek public comment to determine the suitability of the proposed amendment. Once the Minister of National Resources has endorsed the proposed amendment, it will become an official part of this Ministry's Strategic Land Use Plan for Northwestern Ontario, and the people of Northwestern Ontario will be notified of the change.

A: public consultation

The purpose of public consultation is to assist the Ministry to prepare plans that best serve the people. To accomplish this, the Ministry encouraged the public to respond in three previous documents — “Background Information and Approach to Policy” released in September 1974, “Proposed Policy” released in September of 1977 and the draft “Strategic Land Use Plan” released in June of 1980.

The draft stimulated a lively response from interested parties and the public as a whole. Many of the comments made have already prompted a reassessment of policy objectives; others of a highly specific nature were passed to the appropriate section for consideration at the resource management level. Still others fell beyond the mandate of the Ministry of Natural Resources and therefore could not be directly addressed by this Ministry. Wherever possible, these suggestions were directed to the relevant agency.

The following is a summary of the main points of concern raised in public reaction to the draft Plan, along with this Ministry's response. However, it is the revised document as a whole which best reflects the results of public consultation in the Northwestern Ontario strategic planning process.

1. STRATEGY FOR DEVELOPMENT

Reaction to this section prompted several suggestions regarding regional economic considerations, eg. promoting secondary industry, which are not within this Ministry's mandate. This section has not been included in the present plan.

2. MANAGEMENT SYSTEMS

Queries about this section revolved around the meanings of “sustained yield” and “multiple use

concepts”. “Sustained yield” is explained in the glossary while a new section on “multiple use” is incorporated in the Lands and Waters Policy Section, II E 3.

A further request was made that the statistical basis for the tables be included in the document. To incorporate the quantity of data and calculations involved in deriving production targets within the Plan is not practicable, but all background information can be made available for review at the Ministry's Regional Office.

3. THE PUBLIC INTEREST

This section raised several queries regarding the position of Native rights. The purpose of the Strategic Land Use Plan was not to single out any specific interest group, but to assess the land and water capability to produce goods and services for the benefit of the people of Ontario as a whole. In certain cases, however, Native rights do pre-empt other uses through Treaty agreements or other special arrangements, for example, wild rice harvesting.

The need for improved consultation mechanisms is readily acknowledged. Part of the mandate of The Royal Commission on the Northern Environment relates to the initiation of such a process, and various other special issue committees have been established to facilitate this process, for example, the Tripartite Committee on Wild Rice.

In encouraging full public consultation in the strategic land use planning process, a response from Native Peoples was sought. They expressed the position that, before they could discuss the Strategic Land Use Plan as a group, the question of their own land issues should be settled. Although regrettable, the strategic planning process has had to proceed by and large without the benefit of

their input. However, it is anticipated that Native People will become more involved in the more site specific district land use planning.

4. ROADS

Concern was expressed that roads were not subject to an environmental assessment procedure. The Ministry of Natural Resources is presently seeking approval for the forest management program under the Environmental Assessment Act. This approval would include forest access roads. At this time the implications of this approval are unclear.

Information regarding the environmental assessment requirements for road construction by other agencies (for example, the Ministry of Transportation and Communications) can be sought from the Ministry of the Environment.

In the draft Strategic Land Use Plan the opinion was expressed that construction of forest access roads had proved beneficial for resource management by dispersing recreational pressure more widely and thus preventing over-exploitation in specific areas. While this may have been true in the past, increasing demand and mobility in recent years has resulted in widespread pressure on resources. This point was made by several respondents.

In response to these changing conditions, a Regional policy for forest access roads has been formulated, and is outlined in the revised Roads Section II E 4. Use of road closure as a management tool - a suggestion made in several responses - may be applied where necessary to achieve the Ministry's objectives.

A further suggestion was made concerning the formulation of management committees composed of local users and Ministry staff to resolve road management issues which arise at the purely local level. Representatives of The Northern Ontario Tourist Outfitters' Association have been appointed across Northern Ontario for this specific purpose.

5. ENVIRONMENT

It became clear from public response that the Environment section had not provided a sufficient level of information to satisfy many of the questions arising in the public mind. The revised section should provide the necessary clarification regarding the Ministry's commitment to the preservation of environmental quality.

The identification and consideration of sensitive areas prompted some interest. Basically these areas contain special features of biological, geological, archaeological, historical or cultural interest which

may suffer as a result of development. The list of sensitive areas is continually being updated.

All of the Ministry's activities are subject to The Environmental Assessment Act, unless specifically exempted. Most exemptions are of a temporary nature while awaiting approval of the relevant Class Environmental Assessments which set out the conditions under which the undertaking may proceed.

Ministry of Natural Resources' Class Environmental Assessments are operative for the following undertakings: access roads; dams and dykes; canoe routes; ponds; fish stocking in new waters; fishways; water-related excavation; dredging and fill; and shoreline and streambank stabilization. Further details regarding their contents, and other pertinent legislation, may be obtained from this Ministry's offices or from the Ministry of the Environment.

6. ENERGY

An entirely new section on Energy Policy is included in the revised Plan.

7. FIRE

Most responses to this section related to fire management concerns, and will therefore be dealt with at that level.

The fact that private property received a higher priority than timber values was questioned, but it is felt that the public's best interest is served by following the priorities as outlined in the Plan.

The issue was raised of having the Ministry of Natural Resources respond to structural fires in unorganized areas. This was discounted on the basis that Ministry staff are not trained for such an exercise, and because such a proposal falls outside the Ministry's mandate.

8. CROWN LAND DISPOSITION

This section has been revised to accommodate some of the readers' questions, and is now included under Lands and Waters Policies.

In addition, concern was expressed that disposition may present problems in the control of private road systems. This should not occur, since disposition of cottage lots is not carried out without the provision of public access. The long term impact may be either specific closure or all roads will be public.

9. INDUSTRIAL AND SPECIAL DEVELOPMENT

Responses to this section were generally of a highly specific nature. Requests for the identification of specific sites, for example, industrial waste sites, are not feasible in a strategic land use plan but may be addressed in district plans.

It was pointed out that the increased access afforded by industrial purpose corridors may have detrimental effects in parks. This is a valid observation, requiring that management guidelines be drawn up to control access in specified areas.

Concern was expressed that the establishment of buffer zones along corridors removed forest land from production. While it is true that buffer zones require different management and harvesting techniques, in most cases little timber would be lost to production.

Questions were raised regarding the disposition of Crown land for industrial and special development. The approval process for disposition varies according to the nature and size of the proposed development. Specific queries should be directed to a Ministry office.

10. FUR

The fur harvest target of a 100 percent increase stipulated in the draft Plan was questioned. The revised targets in this document now reflect, in most cases, the estimated capability of the land to produce beaver.

The target is tested for beaver only, using this species as an indication of the potential of the area to produce other fur-bearing species. The impact of increased harvesting will be closely monitored to ensure that the harvest does not exceed the optimum sustained yield and that the diversity of species is maintained.

The validity of prohibiting trapping in parks was questioned. However, to maintain the ecological integrity of the park, trapping other than by Native People in accordance with Treaty rights is not permitted. In candidate park areas certain uses will be permitted on an interim basis where these do not conflict with the long term achievement of park objectives (See Section II E 3, Multiple Use).

11. WILD RICE

A revised section provides a more detailed account of wild rice policies. Most public concerns revolved around two issues.

- the rights to harvest. This issue is presently being considered by a Tripartite Committee on Wild Rice (see Wild Rice Section III I);
- the impact of mechanical harvesters. Fears were expressed that wide-spread use of mechanical harvesters could reduce job numbers while increasing yield. The use of this technology may not always be appropriate in terms of its impact on native life-styles, and must be judged on a case by case basis.

12. FORESTRY

Response to this section fell generally into two categories: those seeking clarification of specific issues such as "annual allowable cut"; and those expressing concern for what were felt to be inadequate forest management practices.

In the first group were those who questioned:

- how the principle of sustained yield was upheld;
- who had the responsibility for regeneration and what techniques were used;
- what the role of public input is in forest management agreements and in the environmental assessment procedures.

Responses in the second group included the following criticisms and concerns:

- that the economic significance of the forest industry in Northwestern Ontario was not given sufficient recognition;
- that the data presented did not adequately explain the situation;
- that current regeneration practices were not achieving their goals;
- that fuller and more efficient use should be made of all wood cut;
- that the area of forest land was continually being eroded for other uses.

The completely revised section on Forestry, and other related sections have attempted to address these issues.

13. MINING

Several respondents pointed out that the mining industry has been a principle contributor to economic growth in Northwestern Ontario, and that attempts should be made to ensure that other resource policies do not unnecessarily preclude future exploration and development.

The Ministry is committed to maintaining land open to mineral exploration wherever possible.

Mineral exploration will be permitted in candidate parkland under controlled conditions. Certain interim uses will also be permitted, as outlined in the Provincial Parks section.

The revised section reflects these issues and attempts to provide elaboration on other points as requested. Targets and demand statistics for mineral aggregate have been dropped, due to the tentative nature of the data.

14. TOURISM

The draft Northwestern Strategic Land Use Plan was criticized as displaying a negative attitude to tourism, based on the implication that tourist uses were responsible for heavy pressure on natural resources, especially those of wildlife. It was pointed out in several responses that inadequate management practices and increasing access must also accept the blame for declining resources.

This Ministry does indeed acknowledge the economic significance of tourism and has endeavoured to reflect this perspective in the present document. As custodian of Crown resources, the Ministry is developing management policies aimed at the maintenance and enhancement of the natural resource base to permit a diversity of uses, including tourist uses, within ecologically sound limits based on the concept of optimun sustainable yield.

A major problem identified by outpost tourist establishments was the effect of unwanted public access afforded by forestry roads. Management guidelines to resolve the dilemma have been formulated, and are outlined in the revised Roads Section II E 4.

The relationship between Parks and tourism objectives is recognized. The inherent appeal of wilderness areas, for example, lies in the experience of the unspoiled natural environment, and as such tourist establishments are not permitted within park boundaries. However, the Ministry recognizes the need for service amenities in the vicinity of such a park and strives to facilitate these developments.

Public responses regarding specific issues, for example, hunting season and licence regulations, are being dealt with at the management planning level.

15. PARKS

This section prompted a high rate of response. Some were criticisms that the section was confusing and inadequate. Some respondents sought a clearer

understanding of the present status and future policies for parks, others sought a more definite commitment to implementing Parks program objectives.

Suggestions included:

- the inclusion of certain specific areas in park land;
- specific targets;
- representation criteria;
- target dates ("a clearer understanding of the timing involved in park designation");
- minimum sizes ("sufficiently large to preserve the ecological entity");
- protection rather than recreation as the main reasons for park designation;
- the prohibition of logging, mining and trapping in parks;
- that the significance of parks to the tourist industry be recognized;
- that a clearer display of designated and candidate park areas be shown on the relevant maps.

While strong support for a commitment to parks' objectives was clearly evident, other concerns were also voiced. It was pointed out that:

- under present policies, designation of park areas placed significant restrictions on resource extraction, particularly forestry. The fear was expressed that further "parks designations would create immediate and future shortfalls in wood supply";
- that previous commitments have been made to the forest industry, and that compensation for forest losses may be appropriate;
- that mineral exploration (if not extraction) be permitted in parks since the use and demand for certain minerals changes over time in response to economic needs and technological developments;
- that in general, "large wilderness areas are a wasteful use of land" and that "the luxury of preserving vast areas of land is beyond the economic means of the region";
- that decisions regarding park designations be based on a full evaluation of costs and benefits involved;
- that parks should be operated on a "financial break-even basis".

One final point was that the future designation of large areas of park land would affect other water users and that liaison between users was needed to incorporate water-sharing considerations in parks planning.

As a result of the degree of interest and concern stimulated by parks proposals, the issues were thoroughly reviewed by the Ministry and the Parks Section has been completely revised.

16. SPORT FISHING

As with many other sections, several comments related directly to management issues such as regulation control, fish stocking practices and so on. These issues cannot be incorporated at a strategic level of planning but have been directed to the appropriate management personnel.

The requests for further information on lake trout lakes have been accommodated in a separate section on the subject. Further details, such as the number and location of lake trout lakes, will be available in District Land Use Plans.

Concern was expressed at the impact on other lake users of designating lake trout lakes. Any problems in this regard would be resolved on a case by case basis.

The question of endangered fish species was also raised. None of these species occur in the Planning Region.

Fishing licences were suggested as an appropriate management tool to reflect a "user-pays" policy. The Ministry is reviewing the need for resident angler licences but for the present, other management options are being given higher priority.

The ability to divert demand from one area to another was also questioned. While it is true that more accessible areas will continue to be subject to pressure, better information regarding favourable angling opportunities elsewhere could direct attention to less heavily used waters.

17. WILDLIFE

This section has been enlarged to include the background information sought by readers. Further detail regarding pertinent legislation and specific management issues is available at Ministry offices.

Clarification regarding targets was sought. The targets in the Plan represent potential targets for the year 2000. This does not imply that the populations required to sustain these targets now exist. Instead, the harvest targets and total populations represent goals toward whose achievement management programs will be formulated.

All targets are based on the concept of sustained

yield, and may be revised following further testing at the District level. Targets for viewing opportunities have not been formulated due to difficulties involved in both the setting and testing of such targets.

An explanation was requested of the absence of targets in some units, and the differences in determining targets in other units. Both features reflect differences in local capabilities. The absence of a target indicates the absence in that unit or District of sufficient resources to sustain a valid target. In other cases, different methods were employed in deriving target figures to reflect the different production capabilities found in those areas.

The absence of any bear targets resulted from a lack of data at the time the draft Plan was formulated. This has now been overcome and tentative targets assigned.

Public concern was voiced at the depletion of moose resources, and several suggestions were made regarding moose hunting regulations. In 1980, changes were made in moose harvest regulations to reflect these concerns. While it may be true that the changes resulted in a decrease in tourist benefits in that year, they did permit an increase in moose numbers.

The urgent need to protect caribou was expressed by some readers. Although there is as yet no formal policy for caribou protection, guidelines for forestry practices in critical areas of caribou habitat have been formulated to achieve this goal.

Further wildlife management suggestions, including temporary closure of cutover areas and the protection of critical game wintering areas, are being considered in the preparation of wildlife and forestry management plans.

18. CROWN LAND RECREATION

Reaction to this section revolved around the competition experienced by tourist operators from Crown land camping. These difficulties are recognized by the Ministry, and a revised section is included in The Lands and Waters Policies, Section II E 7.

19. CROWN LAND COTTAGING

The point was made by several respondents that cottage numbers should be restricted to maintain water quality. The responsibility for water quality is shared by the Ministry of the Environment and the Ministry of Natural Resources. This Ministry is

concerned that water quality is maintained in order to provide a basis for fisheries production.

Before Crown land cottage subdivisions are approved, a Lake Development plan is drawn up. This plan determines the cottaging capacity of the lake based on an assessment of the lake's boat limit capacity for safe recreational use; water quality for recreational use and angling capability; shoreland capacity for cottage lots; and the natural resource base of the area.

Regarding the question of remote cottage lots, applicants are made aware at the time of lease that the continuance of remoteness cannot be guaranteed by the Ministry, since resources in the vicinity may become subject to development over time. Access is also the responsibility of the applicant.

In response to further queries concerning access, it should be noted that it is not a responsibility of this Ministry to maintain access to private cottage subdivisions.

A suggestion was made to restrict the supply of

Crown land cottage lots (and Crown land recreational opportunities) to within 40 kilometers of population centres in order to promote the use of tourist facilities. The economic and social benefits of such a proposal require more detailed consideration before the overall desirability of such a scheme can be assessed.

Questions were raised about the distinction between resident and non-resident rights to Crown land cottaging. The allocation procedure outlined in the Plan reflects current Government policy on the issue.

Despite some public disapproval of the use of lotteries in the allocation of cottage lots, it is felt that this procedure is the most equitable in situations of short supply.

Respondents expressing concern over cottage development on lake trout lakes will find the section on Lake Trout addresses the issue of species' protection.

GLOSSARY

| | |
|------------------------------|--|
| Angler | A person taking or attempting to take fish by means of a hook and line or a hook, line and rod when he is tending it. |
| Benefit | Anything for the good of a person or thing. Common measures of benefit are jobs, dollars earned, and user days of recreation. |
| Capability | The natural ability of an area to provide continuous opportunity for benefits under an assumed level of management. |
| Capacity | The upper limit to which an area of land, or water, may be used or developed without an undesirable change taking place in the environment. Also called carrying capacity. |
| Compatibility & Conflict | When two uses can occur on the same general area at the same time they are said to be compatible uses. When uses cannot occur together they are said to be in conflict. |
| | Example of uses that could be compatible are forestry and upland wildlife production. Uses in conflict are forestry and wilderness preservation. |
| Commercial Fishing | The taking for sale of fish other than game fish, by means of any hook-line, trolling line, spear, minnow-trap, dip-net, gill-net, hoop-net, poind-net, seine-net, trammel-net, trap-net, or trawl-net. |
| Designated Housing Authority | Includes agencies such as Canada Mortgage and Housing, the Ontario Housing Corporation, municipalities, private developers and individuals receiving government approval for subdivision development. |
| Environment | All of the natural and man made systems, conditions and commodities of a planning area. |
| Fish Community | An aggregation of different fish species living and interacting together. |
| Fish Production | The amount of fish flesh produced per year by the population. |
| Hazard Land | Hazard Lands are lands which, because of their physical characteristics in combination with their location, sustain a risk for the occupants of loss of life, property damage, and social disruption if developed. |
| Lake Productivity | The rate of fish production in a waterbody determined largely by nutrient and energy inputs and exploitation levels. |
| Land Use | The human use of the planning area. |
| Land Use Planning | A process which culminates in a commitment regarding the use of land. |
| Land Use Plan | A document which displays a decision concerning the use of land and water. It must include the policy to be achieved, a map showing zone designations and a policy for each zone. |
| | Land use plans must be comprehensive and recognize all resources and concerns in a planning area as opposed to resource management plans which deal solely with one resource. |
| Management | The judicious use of means to achieve ends. Management may have various levels of intensity. If a high degree of technology is used or if very careful tending is |

| | |
|---------------------------|--|
| | given, the management is high level. Where haphazard care is given with little attention to detail, the level of management is low. |
| Multiple Use | A resource management or planning concept applied to very large areas to indicate that all basic uses are accommodated. This may include single use areas which are necessary to achieve certain objectives. The concept of multiple use should be applied to whole planning areas rather than to any particular part of it. |
| Objective | A quantifiable end result to be achieved. |
| Optimum Sustainable Yield | The concept refers to the maximum level of resource harvest which can be sustained on a long-term basis without causing detrimental effects on the resource base. |
| Planning Area | An area for which a land use plan is made. |
| Policy | The decision concerning the objective to be achieved and the means of achieving them. |
| Resource | Any commodity which meets a need. |
| Resource Management | The wise use of a particular resource to achieve a specific end. |
| Sensitive Area | A place which contains features of value whose preservation is the main theme of management. |
| Sport Fish | For the purpose of this document sport fish are the top predator species sought after by anglers. |
| Sustained Yield | See optimum sustainable yield. |
| Target | A quantified end with a call date. |

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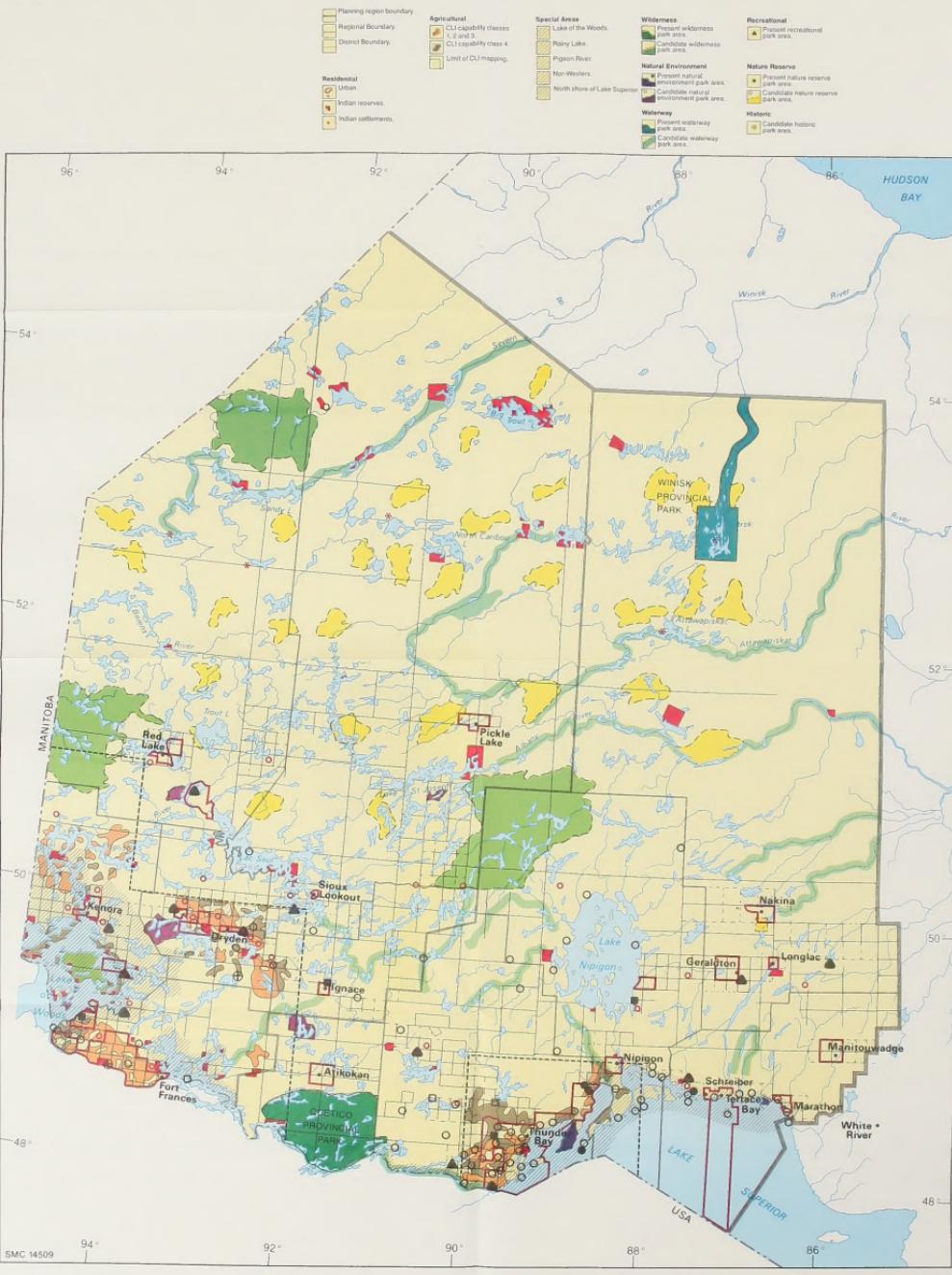
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